

LAW ENFORCEMENT NEWS

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Police strike rains on Mardi Gras parades

Teamster-represented police officers in New Orleans made good on their implied threat to dampen Mardi Gras celebrations in the city last month, when they walked out for a second time in a week after intensive negotiations failed to produce a finalized contract between the union and city officials.

A police department spokesman told Law Enforcement News that no parades were held in the city due to the ongoing strike, but that many of the sponsoring parade krewes had moved their festivities to nearby suburbs. "Bourbon Street and the French Quarter had a very large crowd," she said. "But the city had a light-

er crowd in general because there were no people on the main arteries where our Rex Parade takes place."

Noting that there were no unusual problems with the free-lance festivities in the French Quarter, the spokesman observed that 150 National Guardsmen manned barricades surrounding the area and 35 non-striking NOPD officers were assigned to mounted and foot patrols in the district in addition to 81 state police. She added that during the traditional height of the celebrations on Shrove Tuesday (February 27), 242 officers were on duty throughout the city, complemented by 189 state troopers and 200 guardsmen.

Approximately 1,100 of the city's 1,500 policemen walked off the job on February 16 in an extended rerun of a two-day strike which ended on February 10 after Mayor Ernest Morial agreed to recognize Teamster Local 253, known as the Police Association of Louisiana (PANO), as the officer's official bargaining unit.

The temporary settlement hinged on PANO and the city reaching a final agreement within a six-day cooling-off period, but the details of the contract apparently proved to be more complex than either side originally thought, and the policemen walked.

Joseph Valenti, the Teamster negotiator

from Detroit, told the New Orleans *Times-Picayune* that the latest strike would be a long one, but he declined to estimate how long it may take for a contract to be worked out.

The police department spokesman noted that while there are "rumors galore" concerning when the strike is going to end, the stories are not based on fact. "The rumors are, almost daily, saying that 'it's going to end today,' but it keeps going on."

In a telephone interview, city spokesman Jay Handleman stated that municipal officials would not even venture "a guess" as to when agreement would be reached. "We presented them with a 43-page contract several days ago, and the union presented us with a 43-page contract yesterday [February 27] which we are responding to."

Although Handleman noted that the city is "not discussing negotiations in public," he referred to a chart published in the *Times-Picayune*, which outlined union demands and city responses, noting that it presents an "accurate" picture of the situation.

"I don't know if they brought up anything else in their [proposed] contract that's not in that chart," he explained, "but those appear to be the basic conflicting areas between the city and the union."

Handleman described one issue on the chart, whether the union would be allowed to bargain for ranking officers, as "one of the prime, if not the prime areas of concern" for the city. Currently, upper level officers are permitted to join PANO but the union cannot serve as their bargaining agent, a restriction it wants removed.

According to the table, the union and the city also have yet to resolve such issues as additional life insurance benefits for police officers, a \$300 annual gun allowance for each policeman, a hike in the officers' uniform allowance, computation of millage pay, and upgrading the officers' hospitalization plan.

While the city is grappling with the fringe benefit demands, its hands are apparently tied in regard to settling one of the most basic conflicts. The union wants a \$102 increase over an officer's monthly base salary of \$997, but wage boosts can only be made by the City Service Commission. The commission granted police a 15% pay hike several months ago, and it has said that it not willing to approve further raises this year.

Handleman observed that although the commission is, by law, prohibited from taking part in the negotiations, it has "heard a union representative during one of its regular meetings." "He ex-

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Dogin chosen as permanent LEAA chief

Henry S. Dogin's temporary position as head of the Law Enforcement Assistance Administration is scheduled to become permanent this month, when the Senate Judiciary Committee is expected to confirm his recent nomination to the post by President Carter.

Four months ago, the Senate panel approved Dogin's nomination as LEAA's deputy administrator for policy development, a position that he technically never assumed. Instead, he was moved up to be acting administrator of the agency in order to fill the void created when the senators put aside confirmation of Carter's first choice, University of Chicago Law School dean Norval Morris.

LEAA has been without a permanent administrator since the Ford Administration ended over two years ago, when Richard Velde resigned in anticipation of his removal by President Carter. James M. H. Gregg served as acting administrator in the interim before being replaced by Dogin last November.

A native of Brooklyn, New York, Dogin was an assistant district attorney for New York County from 1961 to 1967, serving under the later Frank Hogan. He moved to the Waterfront Commission of New York Harbor, where he served as an assistant counsel for almost four years.

Beginning his Federal career as deputy regional administrator of LEAA's regional office in New York in 1971, Dogin became deputy U.S. attorney general for the Justice Department's Criminal Division in 1973 and acting administrator of the Federal Drug Enforcement Administration in 1975.

Prior to again being tapped for LEAA service, he was deputy commissioner of the New York State Division of Criminal Justice Services, the state's planning group.

Boston officials move in different directions to ease police department manpower shortage

Faced with citizen complaints about a perceived shortage of manpower in the Boston Police Department, city officials recently completed two separate actions designed to add 100 sworn officers to the depleted force.

According to several newspaper reports, Mayor Kevin H. White last month convinced Massachusetts Governor Edward J. King to order the release of a preliminary list containing the names of the top 671 recruit candidates. The list had been held by the state's Division of Personnel since May as the result of a still unresolved dispute over what constitutes a passing entrance exam score.

As an alternative to the mayor's plan, which reportedly would take a year for full implementation, the Boston City Council unanimously approved an order that would transfer 100 officers from other cities and towns to the Boston force. The department currently has a complement of slightly more than 2,000 policemen.

White's action was prompted by an emergency meeting of 700 residents of the Dorchester-Roxbury neighborhoods who

were responding to the murders of four young black women in their area. He explained to the ad hoc group that the hiring list was "frozen" but that he would ask the governor to "unfreeze it" for the purpose of placing more police in high-crime areas.

The following day, state officials handed over the list, which includes the names of 265 minority candidates. While the passing grade complication still remains, both state and city authorities said that the move was a positive step toward the mayor's goal of beefing up the Boston force as soon as possible.

White's request came in the form of two letters, one which he hand delivered to King and another which was sent to Eugene Rooney Jr., the acting state personnel administrator.

In his letter to Rooney, the mayor outlined the basic thrust of his plea. "The City of Boston will face a serious public safety situation if it continues to be unable to hire police officers as the result of a failure of the state Division of Personnel Administration to certify a list of candidates who passed the last

police exam given in May of 1978."

"The list is still not ready and the police department has been given no firm date when it will be ready," he declared. "The city cannot tolerate being dependent upon a state agency, such as yours, for such a vital public safety function in a manner that is responsive to our needs."

While the mayor stopped short of demanding an immediate resolution of the grading dispute, he informed Rooney that Boston could benefit by the release of a preliminary list. "Before the city can hire anyone, it must first determine if the candidates want the position."

White added that once the candidates are located, they must be given physical, psychological and background examinations, noting that the process is time-consuming. "A preliminary list would let the police department start work on this immediately," he observed.

White's contentions were later backed up by Michael Donovan, an aide to Police Commissioner Joseph M. Jordan. He noted

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Official tells UN panel drug abuse costs U.S. \$10 billion

A Federal drug control official has placed a \$10 billion price tag on America's narcotics abuse problem, informing the United Nations Narcotic Drugs Commission that the annual estimate includes the problem's burden on criminal justice functions, health care, the employment market, welfare, and related services.

According to the New York Times, Jean Paul Smith, the assistant director for international activities of the HFW's National Institute on Drug Abuse, disclosed the \$10 billion figure at a February 12 meeting of the 30-nation commission in Geneva.

In addressing the panel, Smith noted that a steady rise in marijuana use among Americans has been accompanied by a lowering of the age at which juveniles first experiment with the drug. It is particularly "disturbing," he said, that "one of every 11 high school seniors uses marijuana daily."

Citing his agency's overall statistics on pot usage, the official stated that about 43 million Americans have tried the drug at least once, and approximately six million use marijuana.

District attorneys ready to move against arson for profit

The National District Attorneys Association is set to initiate a nationwide anti-arson effort designed to encourage increased cooperation among police and fire departments and local district attorney's offices in the investigation of suspicious fires.

Developed by the association's Insurance Fraud Task Force, the project is geared to reduce incidents of arson-for-profit by increasing "the prosecution of consumer and personal injury fraud, as well as fraud perpetrated by insurance companies," an NDAA spokesman said.

At a meeting in Tucson last month, the panel began planning how best to implement the concept, which places the district attorney in a "pivotal position" to coordinate the training of police and fire investigators with his office.

Citing insurance company figures which estimate that arson accounts for 40 percent of all property damages, Milwaukee District Attorney E. Michael McCann, the chairman of the task force, noted that "the only viable answer is to establish it as a priority crime, a white-collar crime, and get the police and fire departments to work the local district attorney right from the start."

"The cause of the fire itself is only the first in a series of steps leading to profit — it's a paper trail," he said. "This three-way network of information will maximize the expertise of each agency and aid the investigation and prosecution of arson-for-profit before 'the trail gets cold.'"

Other district attorneys on the task force, which is funded by an LEAA grant, include Bernard Cerey of Chicago; Arthur

Marshall of Prince George's County, Maryland; Mario Merola of the Bronx, New York; and Lewis Slaton of Atlanta.

Supreme Court denies damages in Memphis brutality suit

Ruling against a man who claimed he was severely beaten by several Memphis policemen, the Supreme Court last month let stand an appellate decision which stated that a municipality cannot be sued for actions taken by its employees.

In a suit originally filed in U.S. District Court, the plaintiff, John E. Jones, charged that he had been viciously assaulted by a group of unidentified officers during his confinement in a Memphis jail.

Noting that his assailants had acted "within the course and scope of their employment," Jones sued both the officers and the city for damages as a result of the attack. He testified that the injuries he suffered in the assault led to his hospitalization, required several operations and resulted in permanent disfigurement.

A Federal District Judge ruled in favor of Jones, accepting his argument that damages should be awarded under the 14th Amendment, which prohibits states from depriving their citizens of life, liberty or property without due process. The judge noted liability could be established under the 14th Amendment in the case because the city was acting through its employees who had violated Jones's civil rights.

In striking down the ruling, the 6th Circuit Court of Appeals declared that the 14th Amendment could not be used to support the charge of municipal liability in the case, noting that a city cannot "be held culpable solely because it employs" a wrongdoer.

The decision stated that Jones's suit was based exclusively on the assumption that the policemen were employed by the city and were functioning within the bounds of their employment when they allegedly violated his constitutional rights.

Rhode Island death penalty struck down in appeals ruling

Rhode Island's highest appellate court overturned the state's limited capital punishment law last month, declaring the statute unconstitutional on the grounds that it makes no provision for judicial discretion in sentencing.

According to the Washington Post, the five-year-old statute applied only to persons who had committed first-degree murder while serving sentences in the state prison system. The law's mandatory penalty was death by gas chamber.

Despite its narrow provisions, the statute was hanging over the heads of four inmates on death row in the state's Adult Correctional Institution in Cranston. However, the law was never applied, and no executions have occurred in Rhode Island since 1845, when John Gordon was hanged for the murder of a prominent socialite.

In striking down the death penalty by a 4-to-0 margin, the Rhode Island Supreme

Court ruled that the law violated a precedent established by the U.S. Supreme Court in several capital punishment cases brought before it in recent years. One judge did not participate in the ruling because his former law firm represented one of the two convicted murderers who brought the appeal.

Written by Justice Thomas F. Kelleher, the appellate decision echoed the U.S. Supreme Court finding that a death penalty law must allow a trial judge to consider mitigating circumstances, such as the defendant's character and his previous criminal record.

Since the Rhode Island statute does not meet that test, the decision declared, the law violates constitutional protections against cruel and unusual punishment.

The ruling was handed down in an appeal by Robert Cline and William H. Anthony. Cline was convicted of fatally shooting a Providence fish merchant in a robbery he committed after escaping from state prison in 1974. Anthony was found guilty of first-degree murder in 1975 for stabbing a fellow inmate.

In a move reminiscent of the Gary Gilmore case, Cline and Anthony last fall wrote a letter to a Superior Court judge, requesting that he authorize their prompt executions. Their joint dispatch argued that conditions in the prison were unsanitary, inhumane and unconstitutional and that "no type of punishment whatsoever, death included, could be so indecent, intolerable and unfair."

Decision due in dues checkoff suit by Atlanta Teamsters

A battle between Atlanta officials and a Teamsters local over the proposed unionization of the city's police force is expected to come to a head later this month, with a ruling from a Federal district

court judge, according to the Atlanta Constitution.

The decision, which will be made by U.S. District Court Judge Newell Endenfield, involves a suit filed in 1977 by Teamsters Local 728, charging that Atlanta had discriminated against the union by refusing to allow regular dues checkoff for the 1,100-member Atlanta Police Bureau.

Shortly after the suit was brought, the Atlanta City Council voted against a proposal that would have initiated the checkoff system, under threat of a veto by Mayor Maynard Jackson.

John Bright, a Teamster representative, argued that the city already allows unionization and dues deduction for employees of the fire bureau, corrections bureau and other city divisions.

"We hope to gain the same rights that the fire and sanitation workers have," he stated. "And that includes the right to confer [with city officials] and check-off."

Noting that a union needs only 50 percent, plus one, of a bureau's membership to be recognized as a bargaining agent, Bright said that the union had signed up approximately 900 Atlanta police officers by the time the suit was filed.

Jackson and the 14-member city council are named as defendants in the class action, which was brought by the Teamsters and two Atlanta policemen on behalf of other officers.

Bright noted that if Endenfield rules in the union's favor, the city would be forced to meet with Teamster officials to implement the checkoff and to discuss representation.

He denied that the police would be more likely to strike if they worked under the Teamster banner.

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State chief justices want new agency for court funding

A group of state court chief justices has tentatively approved a plan which calls for the establishment of a new agency that would take over LEAA's role in administering Federal aid to state judicial systems, according to the *Criminal Justice Newsletter*.

In a meeting that coincided with the ABA's Atlanta convention last month, the Conference of Chief Justices adopted "in principle" the preliminary recommendations of a 17-member committee which has been examining Federal/state judicial relations.

The task force, which is co-sponsored by the Conference of State Court Administrators, included in its proposals a State Court Improvements Act which is designed to create an independent Federal bureau to fund state court programs and the National Center for State Courts. The study panel is scheduled to produce a final draft of its report prior to final approval.

At the heart of the matter is the state court officials' long-standing objection to be funded by an executive branch agency. They reportedly see their competition with other components of the

criminal justice system for LEAA funds as an infringement on the judiciary's constitutional independence.

Several other resolutions were finalized by the chief justices. One urged Congress to recognize the "vital role" of the National Center for State Courts when it considers the LEAA reauthorization bill. The center serves as the liaison organization for CCJ and seven other judicial associations.

Smugglers enjoy one-day British customs strike

International smugglers were treated to a field day in Great Britain late last month, as customs officials there stopped work for 24 hours, joining thousands of other white-collar civil servants in a demonstration for better wages.

According to the *New York Times*, only 16 supervisory customs officers remained to cover London's busy Heathrow Airport during the day-long walkout, while some of their subordinates walked on picket lines at the entrance to Downing Street. Several cabinet members reportedly crossed the lines to attend a meeting there with Prime Minister James Callaghan, but no incidents occurred.

An official from one of the two public service unions that called the strike indicated that the scene at Heathrow was a smuggler's paradise, noting that "people are just flowing through customs control completely unhindered."

Limited customs complements attempted to maintain surveillance at other British seaports. Ironically, the task of the airport crews was lightened because the civil servants who run flight control computers participated in the work stoppage, forcing the cancellation of many flights.

Efficiency lag found in NYC auxiliary force; councilmen urge broader use of volunteers

The nation's largest volunteer police force, the New York City Auxiliary Police, is suffering from declining enrollment and low morale, according to a recent report by two city councilmen who recommended that the auxiliary branch undergo extensive overhaul.

"The auxiliary police need more effective management, adequate training, higher standards of selection, and a sense of purpose instilled through greater duties in order to end attrition," Councilmen Henry J. Stern and Antonio G. Olivieri declared in a joint statement last month.

Based on three months of research and statements made in a public hearing, the councilmen's 25-page report said that while police department estimates place the number of auxiliaries at 4,000, the actual "active membership" is only about half that amount.

Noting that the part-time cops generally patrol independently from sworn officers, the study found that the auxiliary's lack of contact with the NYCPD tends to "breed animosity between the regulars and the volunteers."

"Many police officers do not care for

Nation's toughest drug statute slated for legislative overhaul

Some of the harsh penalties mandated by New York State's tough anti-drug law may fall by the wayside in the coming months under a plan announced by Governor Hugh Carey, which calls for a change in the statute's sentencing provisions for the possession of "modest amounts" of illegal drugs.

As reported by the *New York Times* last month, leaders in both houses of the state legislature have been working with Carey aides to iron out amendments to the drug abuse law, which is generally considered to be the toughest in the nation. However, a participant in the negotiations revealed that removing some of the law's penalties while retaining others is "not going to be as easy as some people thought."

The statute, which was enacted in 1973 with the support of then-governor Nelson A. Rockefeller, imposes a maximum life term for persons convicted of possessing or selling dangerous drugs. Plea bargaining is severely limited under the legislation, which calls for minimum imprisonment of one to 15 years, depending on the offense and the type of drugs involved.

While Carey presented only a sketchy outline of the manner in which he wants the statute changed, he stressed that he does not favor reducing the penalties for those who deal in illegal substances.

Characterizing his plan as a "balanced approach," the governor stated that he would back legislation which would lessen mandatory sentences "for the type of offenses that involve possession but not sale."

Carey has demonstrated his negative feelings toward the drug statute in recent months by granting clemency to eight inmates who were serving life terms for sale or possession of small amounts of heroin and cocaine.

Last January, the United States Supreme Court declined to hear the appeals of two women who had been sentenced under the law to as much as life imprisonment in separate cases involving small

quantities of cocaine. One observer noted that in refusing the case, the Court placed the onus for change on the state government, which has been under increasing pressure to amend the statute.

The law has led to the imposition of maximum life sentences for over 3,800 convicted drug abusers—some of whom are still serving time, while others have been released on parole. It is unclear, however, how many of the convictions were for dealing and how many were for the possession of drugs.

When the law was enacted five years ago, Governor Rockefeller praised its provisions as "the strongest tools to protect our law-abiding citizens from drug pushers." The statute has since been deplored by civil libertarians for its severity.

Civil liberties advocates were particularly supportive in the unsuccessful Supreme Court appeals of Roberta Fowler and Martha Carmona. Fowler was sentenced to four years to life for selling \$20 worth of cocaine to an undercover agent, while Carmona received a six year-to-life term for possession of more than an ounce of cocaine that was discovered in her apartment.

Justices Thurgood Marshall and Lewis F. Powell Jr. had favored reviewing the case, noting that the drug state was unconstitutional. "However serious its narcotics problem, New York cannot constitutionally treat those with peripheral involvement in drug trafficking as if they were responsible for the problem in its entirety," Marshall and Powell said in their dissenting opinion.

Meanwhile, a Carey aide said he has been receiving complaints from the prison wardens who are ultimately responsible for seeing that the law's tough punishment is carried out. The aide noted that the correction officials demanded to know how to counsel someone serving a long drug possession term when "he knows he's right next door to someone who's in on Murder 1 and who'll be out in six years."

Customs man selected to head ATF

The U.S. Treasury Department reached into the upper ranks of its Customs Service last month to find a permanent head for the Bureau of Alcohol, Tobacco and Firearms, selecting Deputy Customs Commissioner G. R. Dickerson as the new ATF director.

In taking command of the bureau on February 19, Dickerson replaced Acting Director John G. Krogman, who had previously been deputy director of the agency. Dickerson is the bureau's second permanent head, following Rex D. Davis, who retired last July.

Treasury Secretary W. Michael Blumenthal noted that Dickerson's appointment was made possible through the government's "merit advancement program," which permits the transfer of personnel from one departmental agency to another.

A 28-year veteran of the Customs Service, the new ATF director has served as deputy commissioner of customs since 1974. "Dickerson was a prime mover in key customs since 1974. 'Dickerson was a prime mover in key customs programs to intercept smugglers, detect smuggled narcotics and other illicit substances, and modernize customs communications,'" an ATF announcement noted. "He has been active in many international organizations, including the Organization of American States and the Economic Commission for Europe."

Dickerson began his Federal career in 1951 as a management assistant in customs and moved up through the ranks, becoming deputy director for inspection and control in 1964, assistant commissioner for administration in 1971 and assistant commissioner for operations in 1972.

A native of Kansas City, Kansas, the 51-year-old administrator served with the U.S. Army during World War II and graduated in 1951 from Southern Methodist University. He received the government's Exceptional Service Award in 1975 and the Customs Honor Award in 1977.

the auxiliaries," the report contended, pointing out that the city's Patrolmen's Benevolent Association last year passed a resolution which described the volunteers as "scabs."

Although the researchers agreed with the PBA that the auxiliary program must significantly improve its recruit training and screening methods, they contended that the volunteers should be permitted to ride on patrol with police officers on a regular basis.

"This would give AP's [auxiliary police officers] a close look at how a real police officer works and would provide the incentive to volunteer on a regular basis to get this experience," the report said. "It would give police officers the opportunity to scrutinize the auxiliaries and help to eliminate those who do not belong in the program."

A related recommendation called for the creation of a system in which officers assigned to one-man patrol cars could request to be accompanied by an auxiliary. However, the study cautioned that limits on an AP's legal duties should be "closely defined" in such situations.

The researchers found that the 52-hour

training course given to New York City auxiliaries paled in comparison to the instruction provided in other municipalities. They noted that Seattle requires 120 hours of training for its volunteer officers, Oakland auxiliaries must undergo 72 hours of instruction and Los Angeles County provides a 381-hour training course.

The report said that the 52-hour course should be only a starting point in the training of an auxiliary, noting that the basic instruction should be followed by a year of probationary patrol duty supplemented by more intensive training in specific enforcement areas.

"Auxiliary officers should be trained to spot violations of the law which are civil offenses, such as violations of sanitation or parking regulations or of the health code," the study said, "and they should be given the authority to hand out summonses for these offenses."

While increasing the duties of the auxiliaries would require a change in state law, the researchers noted that the current mandate of the volunteer force is on shaky legal ground. "The present auxiliary pro-

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C-57	Attorney Trainee	8.00	C-1332	Jailer-Clerk	6.00	C-2070	Senior Capital Police Officer	8.00
C-90	Border Patrol Inspector	6.00	C-1341	Law Assistant	8.00	C-1665	Senior Deputy Sheriff	8.00
C-1973	Border Patrolman	6.00	C-448	Law Clerk	8.00	C-2038	Senior Detective Investigator	8.00
C-111	Bridge & Tunnel Lieutenant	8.00	C-442	Lieutenant, Police Department	10.00	C-2073	Senior Fingerprint Technician	8.00
C-95	Bridge & Tunnel Officer	6.00	C-1378	Narcotics Security Assistant	8.00	C-1987	Senior Identification Officer	8.00
C-2295	Building Guard	6.00	C-2245	Paralegal Aide	8.00	C-2119	Senior Institution Safety Officer	8.00
C-2260	Campus Security Officer	8.00	C-1688	Park Patrolman	6.00	C-1010	Senior Investigator	8.00
C-2261	Campus Security Officer I	8.00	C-574	Parole Officer	8.00	C-1020	Senior Police Administrative Aide	8.00
C-1700	Campus Security Officer II	8.00	C-575	Patrolman Examinations — All States	6.00	C-1594	Senior Probation Officer	8.00
C-2081	Campus Security Officer Trainee	6.00	C-576	Patrolman, Police Department	6.00	C-2298	Senior Professional Conduct Investigator	8.00
C-1701	Campus Security Specialist	8.00	C-1972	Patrolman-Policewoman	8.00	C-1998	Senior Program Specialist (Correction)	10.00
C-2264	Capital Police Officer	6.00	C-640	Police Administrative Aide	8.00	C-725	Senior Special Officer	8.00
C-121	Captain, Police Department	10.00	C-594	Police Cadet	6.00	C-732	Sergeant, Bridge & Tunnel Authority	8.00
C-1173	Chief Deputy Sheriff	8.00	C-639	Police Clerk	6.00	C-733	Sergeant, Police Department	8.00
C-2120	Chief Institution Safety Officer	10.00	C-1847	Police Communications & Teletype Operator	8.00	C-794	Sheriff	8.00
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C-1179	Chief Marshall	10.00	C-1939	Police Officer	6.00	C-748	Special Investigations Inspector	8.00
C-2148	Chief of Police	10.00	C-1755	Police Officer, Nassau County Police Dept. (NCPD)	8.00	C-749	Special Officer	6.00
C-1181	Chief Police Surgeon	13.95	C-1739	Police Officer, New York Police Dept. (NYPD)	8.00	C-1692	State Policewoman	6.00
C-1185	Chief Security Officer	10.00	C-1741	Police Officer, Suffolk County Police Dept. (SCPD)	8.00	C-757	State Trooper	6.00
C-1203	Commissioner of Correction	10.00	C-595	Police Patrolman	6.00	C-1744	Superintendent of Women's Prisons	10.00
C-1200	Commissioner of Police	10.00	C-596	Police Surgeon	10.00	C-1703	Supervising Campus Security Officer	8.00
C-1767	Coordinator of Drug Abuse Educational Programs	10.00	C-597	Police Trainee	6.00	C-1503	Supervising Court Officer	8.00
C-165	Correction Captain	10.00	C-598	Policewoman	6.00	C-1666	Supervising Deputy Sheriff	8.00
C-956a	Correction Hospital Officer (Men)	8.00	C-1791	Principal Investigator	8.00	C-1667	Supervising Housing Sergeant	8.00
C-956b	Correction Hospital Officer (Women)	8.00	C-1427	Principal Probation Officer	8.00	C-2106	Supervising Investigator	8.00
C-166	Correction Lieutenant	10.00	C-2259	Principal Program Specialist (Correction)	10.00	C-2299	Supervising Professional Conduct Investigator	10.00
C-1219	Correction Matron	6.00	C-618	Prison Guard	6.00	C-1766	Supervising Special Officer	8.00
C-167	Correction Officer (Men)	6.00	C-1981	Probation Counselor	8.00	C-1689	Traffic and Park Officer	6.00
C-168	Correction Officer (Women)	6.00	C-980	Probation Consultant	8.00	C-819	Transit Captain	10.00
C-957	Correction Officer Trainee	6.00	C-2266	Probation Director	10.00	C-820	Transit Lieutenant	10.00
C-169	Correction Sergeant	8.00	C-1428	Probation Employment Officer	8.00	C-821	Transit Patrolman	6.00
C-958a	Correction Youth Camp Officer (Men)	8.00	C-981	Probation Investigator	8.00	C-822	Transit Sergeant	8.00
C-958b	Correction Youth Camp Officer (Women)	8.00	C-619	Probation Officer	8.00	C-823	Treasury Enforcement Agent	8.00
C-959	Correctional Treatment Specialist	8.00	C-1429	Probation Officer Trainee	6.00	C-852	Uniformed Court Officer	8.00
C-966	Court Officer	8.00	C-2262	Probation Supervisor	8.00	C-853	United States Marshal	8.00
C-1229	Criminal Investigator	8.00	C-1828	Probation Supervisor I	8.00	C-1989	United States Park Police Officer	6.00
C-969	Criminal Law Investigator	8.00				C-894	Warden	10.00
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Supreme Court Briefs

By AVERY ELIOKIN

Despite frigid temperatures and an unexpected snowstorm which brought to a halt most work in the nation's capital late last month, the Supreme Court Justices missed only one day of work. From February 20 through March 2, the Court heard oral arguments on cases which have been granted full plenary review. This fifth oral argument session, which comes between the Justices' opinion writing sessions, involved several cases of interest to those in the criminal justice system. Those cases, and two cases which were heard during the fourth oral argument session, in January, are analyzed below.

Police Stops

In voiding an ordinance which required persons stopped on the street by police to identify themselves, the Michigan Court of Appeals has provided the basis for the Supreme Court's interpretation of laws across the country which allow police officers routinely to question an individual prior to an actual arrest.

Under the state law, a Detroit police officer was permitted to stop a person if there was reasonable cause to believe that the behavior of the person stopped suggested that further investigation was necessary to determine criminal activity. If the person stopped refused to identify himself, the police officer was permitted to transport him to the nearest station. Further, if the police officer was not convinced that the person had produced "reasonable evidence of his true identity," arrests were authorized.

Finding the ordinance "void for vagueness," the Michigan appellate court invalidated an arrest and suppressed evidence obtained pursuant to the arrest. The Court of Appeals reasoned that the ordinance undermined the Fourth Amendment's probable cause standard.

Noting that the officer who made the arrest pursuant to the ordinance had acted in good faith, the State of Michigan will argue before the Supreme Court that the arrest should be upheld, even if the ordinance is ultimately deemed unconstitutional. Specifically before the Court is the issue of the constitutionality of laws which allow police to make identification checks if there exists probable cause that a crime has been or is about to be committed. (*Michigan v. DeFillippo*, No. 77-1680, scheduled for oral argument during the week of February 20, 1979.)

Cooperation With Police

In a related case also scheduled for oral argument, the Supreme Court will review a Texas statute which authorizes legal sanction for any person who "intentionally refuses to report or gives a false report of his name and residence address to a peace officer who has lawfully stopped him" and made a request for the information.

An El Paso County Court, a trial court, upheld the statute and convicted a person without issuing an opinion. However, since the defendant raised legal points which formed the basis for the reversal in the Michigan case, this case was granted review by the Supreme Court.

Among the questions which will be argued in this case is whether §38.02 (a) of the Texas Penal Code, the statute in question, is unconstitutionally "vague and overbroad on its face." Also at issue

is whether the statute is unconstitutional because it punishes conduct which may be protected under the First Amendment. (*Brown v. Texas*, No. 77-6673, scheduled for oral argument during the week of February 20, 1979.)

Gun Possession

Until recently, the New York courts have held that under Penal Law §265.13 (3) the presence of a gun in a car is "presumptive evidence" of its possession by all of the occupants.

However, in striking down the statute, the U.S. Court of Appeals for the Second Circuit noted that the presumption was irrational. In addition, the court held, under *Tot v. United States*, 319 U.S. 463 (1943), the law would be invalid in light of the test described in that case.

The state, which brought the petition before the Supreme Court, will argue that the presumption is based both on common sense and on the experiences of the state legislature that had enacted and amended the statute. The state's counsel also noted the fact that the law is applied on a case-by-case basis, thus minimizing the risk of abuses of the judicial system.

The defendant claimed that the presumption is not rooted in common sense, arguing that there would have been no need to codify the presumption if it were in fact common sense.

The primary question facing the Supreme Court during oral argument was whether the law is in fact unconstitutional, based on the lower court's holding and the principle that courts should refrain from formulating rules of constitutional law which are broader than the narrow facts of an individual case. (*County Court of Ulster County, New York v. Allen*, No. 77-1554, scheduled for oral argument during the week of February 20, 1979.)

Suppression of Evidence

The Internal Revenue Service agent blundered. The criminal went free. The United States government appealed to the Supreme Court.

Scheduled for oral argument is a case involving an IRS agent who failed to follow an agency regulation requiring the prior approval of the defendant to tape a conversation where the defendant attempted to "buy the agent off" in a bribery case.

On appeal, the Court of Appeals for the Ninth Circuit held that the tape could not be admitted into evidence at the trial stage because the agent failed to follow his agency's regulation. The government contended that failure to adhere to the internal agency rule did not deny the defendant any of his due process rights. The defendant, however, successfully convinced the appellate court that an agent must adhere to internal agency regulations as part of the "process that was due him under the Fifth Amendment."

Before the Court is the simple question of whether evidence which is otherwise admissible must be suppressed because the government's agent failed to comply with internal regulations which are not required by either the Constitution or by Federal statutes. (*United States v. Caceres*, No. 76-1309, scheduled for oral argument during the week of January 8, 1979.)

Search and Seizure

Under the laws of Puerto Rico, anyone who enters the Commonwealth from

Burger's 'State of the Judiciary' urges bail and sentencing reforms

Chief Justice Warren E. Burger last month called for a sweeping reform of judicial sentencing procedures and an evaluation of bail release, while reiterating his support for proposals designed to increase the competency and integrity of lawyers and judges.

Delivering his annual State of the Judiciary address to the mid-year convention of the American Bar Association in Atlanta, Burger noted that while "perfect or uniform" sentencing could never be fully achieved, "no one can examine from a national perspective, or even the overall perspective within one district or one metropolitan area, the sentences of individual judges without being deeply concerned about seeming disparities."

The Chief Justice shied away from proposing cut-and-dried guidelines for meting out punishment, noting that sentencing decisions should be based on such considerations as the offender's prior record and the circumstances involved in the crime.

"In this sensitive area we cannot measure sentences with a computer or a slide rule," he said. "Yet, any serious examination of the subject leaves one with a sense of unease over the reviewable choices sometimes made by individual judges."

To rectify the situation, Burger suggested the creation of sentencing review panels consisting of two trial judges and a circuit court judge, a system which he said has proven successful in some jurisdictions.

"Another alternative which has been effective is to permit the initial sentence to be determined by a panel of three judges, including the trial judge who has observed the defendant on trial," he added.

Commenting on discrepancies in the nation's bail system, the Chief Justice deplored the "increasing frequency" with which defendants already out on bail are arrested for another serious crime and are again released pending trial for the new charge. He pointed out that the trend emphasizes the need for closer monitoring of the effects of the 1964 Criminal Justice Act and the 1966 Bail Reform Act.

"After more than a decade of experience we see that the interaction of these two statutes has created vexing problems not anticipated," he said, noting that in cases where the bail reform act is applied "the odds are very high" that the defendant will be released before trial.

As a result of the practice, Burger remarked, it is "increasingly common" for an accused to have several additional indictments pending by the time he is sentenced for his original crime. At that point, there may be a tendency to dismiss the new charges and impose only a single sentence, according to the Chief Justice.

"Law-abiding citizens must be forgiven when they ask whether release pending trial sometimes poses an undue threat to the community," the jurist observed. "In

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AAPLE NEWS

By RONALD VAN RAALTE

AAPLE's May symposium to examine pros and cons of consolidation

Police departments such as those in New York and Chicago should be dismembered since, due to their size, they are unmanageable. Sound absurd? Not according to Sheriff Johannes Spreen, national president of the American Academy for Professional Law Enforcement. In remarks prepared for presentation at the AAPLE national symposium in Chicago from May 17-19, Spreen, Sheriff of Oakland County, Michigan, and former Detroit police commissioner, will discuss his proposition that large departments have become unmanageable. The symposium, which will focus on "Concepts of Consolidation," will address many aspects of consolidation and cooperation between agencies as well as the joint utilization of police services.

At the same time as citizen watchdog groups and coalitions of taxpayers are calling for a reduction of taxes, these small groups are demanding more and more services from public safety agencies. How can law enforcement continue to provide services that are being demanded and still avoid budget increases beyond the level of taxpayer acceptability? Quite a few administrators believe that consolidation of agencies and/or services may be the answer. On the other hand, there are those that feel each municipality must maintain the autonomy of its individual police department. The symposium will present both sides of the subject as applied to various services.

Included in the presentations will be studies of the effectiveness of police services delivered by agencies such as the Nashville Metropolitan Police, the Toronto Metro Police, Jacksonville, Florida Metro Police, and the Los Angeles County Sheriff's Department, and the consolidation of a number of state agencies into one unit, which was done by the Illinois Department of Law Enforcement.

The effectiveness of consolidated police academies, consolidated dispatching, and regional crime laboratories will also be touched upon during the symposium. Cooperative legal efforts in such investigative areas as organized crime, auto theft, narcotics and homicide will be analyzed, from both supporting and opposing points of view, by speakers well versed in the subject through the experience of their particular departments.

* * *

The symposium will be held at the Lake Shore Drive Holiday Inn in Chicago. The registration fee of \$60 covers all materials, handouts, luncheon and banquet and two cocktail receptions. Among the invited keynote speakers are President Carter, and Senators Charles Percy and Edward Kennedy. It is the intent of AAPLE to bring together at this symposium all qualified and interested persons in law enforcement to discuss the pros and cons of police agency consolidation. Although no official position on the subject will be taken by AAPLE, a vehicle for discussion of the subject will be provided. All interested parties in law enforcement and academia are invited to attend. Registration forms may be obtained from the AAPLE Program Committee, Box 584, Arlington Heights, IL 60006.

* * *

(Sgt. Ronald Van Raalte is field supervisor with the Arlington Heights, Illinois Police Department and chairman of the board of directors of the Chicago chapter of AAPLE. In addition, he currently serves as first vice president of the International Association of Auto Theft Investigators.)

ON CRIME

By JAY ROBERT NASH

Low murder clearance record has historical roots

It should come as no surprise to any law enforcement official to learn that most murder cases are never solved. The public is even less conscious of this grim fact as it is told how Karen Kupcinet, actress daughter of Chicago columnist Irv Kupcinet, died mysteriously in the seedy center of California's movie colony, and how actors Sal Mineo and Bob Crane were sliced or battered lifeless, the headlines evaporating to back page stories of police dilemma, with no suspects, then silence.

In a given year as many as 80 percent of the murders committed across the country go unsolved, the killer or killers remaining free. It has been so, lamentably, throughout history. Herewith, then, are some of the most notable unsolved murders since the records were begun.

Amy Robsart, September 8, 1560. Amy, the beautiful daughter of the wealthy Sir John Robsart of Norfolk, married on June 4, 1550, at age 18, to the 19-year-old Sir Robert Dudley, later Earl of Leicester. Dudley was much hated at court, a born intriguer, he became Queen Elizabeth's lover and remained so for eight years. The Queen intended Dudley to be her prince consort but his wife, Countess Amy, stood in the way of the marriage. However, this auburn-haired one-wife-too-many was eliminated on September 8, 1560 when she

was found dead, her spine snapped and her skull fractured, at the foot of the stairs in her manor place remotely situated in Oxfordshire.

It was blatantly obvious to all investigating the matter that Amy did not die accidentally, as the bribed coroner and his carefully selected jury later decreed. Such a fate was nearly impossible — the Elizabethan staircases of the day were wide and low-treaded. Further, the 28-year-old victim was in excellent health. Mysteriously, on the day of her death, all the servants at Cumner Manor had been dismissed and the guests were highly suspect. Queen Elizabeth had been so bold as to utter prior knowledge of the murder, informing the Spanish ambassador of Amy's death on September 3, 1560, five days before her actual end came.

The killing, later attributed to Dudley's servant Richard Verney and another henchman, aroused so much furor at court that Elizabeth thought to quash the scandal by publicly discarding Dudley, although he was to receive handsome lands and titles from her in the coming decades.

Christopher Marlowe, May 30, 1593. The 29-year-old playwright was dining in Eleanor Bull's tavern in Deptford, later a

Continued on Page 14

BURDEN'S BEAT

By ORDWAY P. BURDEN

American Correctional Association begins prison accreditation program

Just about everybody agrees that the nation's correctional system is a chaotic mess. The system includes some prisons and minimum security facilities that are models of enlightened penology and some probation and parole programs with excellent success records. But it also includes local jails built in the 18th and 19th centuries, plus a handful of warehouses, airport hangars and old warships that have been used to house the overflow from Federal and state prisons.

In an effort to upgrade the entire prisons systems, American Correctional Association's Commission on Accreditation for Corrections has developed tough standards for every phase of the system and it will accredit those agencies and institutions that meet them. The process is similar to the accreditation of colleges and universities by various educational associations.

Compliance with the commission's standards is at the option of local and state correction authorities. "I can't stress enough that it's voluntary," said Dale K. Sechrest, the commission's deputy director. "We're not trying to poke people in the back and make them comply."

But if there is no stick, there is a carrot — the fact that funding for new correctional facilities by state and local governments is likely to be contingent on meeting, or at least promising to meet the new standards.

Already the U.S. Bureau of Prisons has announced that its 38 correctional facilities and 11 halfway houses will be required to meet the standards. In addition, the adult correctional systems in California, Oklahoma and Idaho are among the 110 current applicants for accreditation.

Thus far only five agencies have been accredited — the New Jersey Parole Board and four private, nonprofit halfway houses. Eleven states are receiving funds from the Law Enforcement Assistance Administration to set up accreditation teams. They are Massachusetts, New Jersey, Maryland, Louisiana, Connecticut, Minnesota, Arizona, Colorado, Vermont, Maine and Iowa. Six other states have agreed to do self-studies, going through the Commission on Accreditation. Included in this list are Pennsylvania, Delaware, South Carolina, Ohio, Oregon and Montana.

The Commission on Accreditation was set up in 1974 with funding from LEAA and several foundations and companies. Since then the commission has developed more than 1,500 standards for the various phases of corrections, and its work has been given the blessings of the American Medical Association, American Bar Association, and the Commission for Uniform State Laws.

The standards are published in eight manuals that deal with adult parole authorities, adult community residential services, adult probation and parole field services, adult correctional institutions, adult local detention facilities, juvenile community residential services, juvenile probation and aftercare services, and juvenile detention facilities and services. Each manual covers the standards appropriate to an agency or institution. For example, the one entitled *Manual of Standards for Adult Correctional Institutions* covers living and working conditions, rights of inmates, recreation, discipline and administration.

The accreditation process begins with a self-evaluation by the agency, using the commission's standards. This is followed by an on-site compliance audit by a commission visiting committee consisting of one or more examiners. The committee report then goes to the full commission for a decision on accreditation.

There are provisions for reconsideration, if accreditation is denied, and for re-accreditation after a period of years. The cost of the accreditation process runs from \$1,000 for a small jail or agency with fewer than 14 staff members to \$5,500 for an agency with 500 staff members.

Given the scope of the nation's correction system, it will be a long time before every correctional facility and agency meets the standards. At the moment, Federal and state prisons house some 290,000 inmates. On any given day, the 4,000 county and municipal jails have a population of about 170,000. Nearly 1.5 million persons, including 400,000 juveniles, are on probation or parole. That's a total of nearly two million persons with a very personal stake in the corrections system. Improving the system is a massive job, and the commission's accreditation plan is a first step in the right direction.

Local corrections authorities who want to explore the plan may write to: Commission on Accreditation for Corrections, 6110 Executive Blvd., Suite 750, Rockville, MD 20852.

(Ordway P. Burden invites correspondence to his office at 651 Colonial Blvd., Washington Township, Westwood P.O., NJ 07675.)

Boston looks to beef-up police

Continued from Page 1

that with the acquisition of the preliminary list, the department will be able to "move quickly ahead" in determining which candidates still want the job and which possess all of the remaining qualifications.

"Hopefully, the controversy over the passing grade will be resolved quickly, and we will get candidates into our police academy soon," Donovan noted.

Commenting on the City Council's plan to farm in 100 officers from Massachusetts communities outside of Boston, a spokesman for White noted that while such transfers are permitted by the state's Civil Service statutes, they require the

approval of the police chief in the city or town from which the policemen are being transferred.

"It's not a particularly practical approach," the spokesman, Stephen Dunleavy, said. "If the officer is a good one and someone that we would want, then obviously his chief wouldn't want to let him go."

Citing another hitch in the plan, Dunleavy pointed out that suburban officers who moved to Boston would lose the seniority they had accumulated in their old departments. As a result, he said, the chance of voluntary transfers would not be likely.

Police: protectors of people's rights

An interview with David Couper, police chief of Madison, Wisconsin

David Couper, 40, has been chief of the 296-officer Madison, Wisconsin, Police Department since December 1972. Prior to coming to Madison, he had served as director of public safety in Burnsville, Minnesota, as well as putting in time in the ranks of the Minneapolis and Edina, Minnesota police departments.

A veteran of the U.S. Marine Corps, Couper holds both bachelor's and master's degrees from the University of Minnesota, where he wrote a graduate thesis on the nature of violent crime in Minneapolis. Like many of his colleagues in law enforcement, Couper obtained both degrees while in active police service.

In 1971, while serving as police chief in Burnsville, Couper was awarded a university research grant which enabled him to travel to Europe to study police methods and practices in Stockholm, Copenhagen, Hamburg, Amsterdam and London. He has published papers on police training and education and on organizational change in law enforcement. Couper is an active member of the International Association of Chiefs of Police and the Police Executive Research Forum.

This interview was conducted for Law Enforcement News by Dorothy Guyot.



Chief David C. Couper

LEN: Would you say that in the 1950's the thrust of police professionalism was that police basically carried out the law and that there wasn't much need to make policy for police? Further, do you agree that the view back then was that if a policy was necessary it could be made by the chief and that the important reform was to keep politics out of policing?

COUPER: I think that's basically right. In the 1950's the prevailing ideas of the legalistic model were that all the police had to do was just understand the law. If officers saw violations they would make arrests, and that was the way the world turned. Importantly, that's not the way the world turns. That's not the way it has ever turned in policing, nor is that the way it's ever turned in the prosecutors' offices or the judges' chambers. The way the world turns is that people do make decisions based on discretion. I think it's the job of the administrator — and I feel this very, very, strongly — to set forth the rules of conduct as to how his or her police officers go about enforcing the law.

Policy for the Use of Deadly Force

The critical issues in American policing have, for a number of years, revolved around abuse of force, in-

"The critical issues in American policing have, for a number of years, revolved around abuse of force, including the use of deadly force."

cluding, of course, the use of deadly force. To say that the use of deadly force against any fleeing person, even youngsters fleeing from misdemeanors, is foolish. That's the way the law is written. It gives maximum discretion to the enforcers to enforce the law. Some states have at least backed away from that principle of maximum discretion, but others have not.

LEN: How did you approach this problem when you became chief in Madison?

COUPER: We recognize that something has to be done. For example, if we look at the problems of stolen cars and burglaries, and if we look at the people who steal cars and commit burglaries, we are very quickly reminded that they're kids. The question is, "Do we want to shoot kids?" I might say, "Well, yeah, we want to shoot some kids."

Who are the kids that we want to shoot? We want to shoot the kids that might shoot us.

Very good. Now from that basis we'll write a policy that says that you don't use deadly force in any situation except to save another person's life, including your own. I guess for practicality I'll even personally go along with the idea that you can use deadly force to stop a fleeing dangerous felon who has just endangered somebody's life. That is, if the person has shot or injured someone, ceased the act, and is escaping with the gun in his hand, a police officer ought to be able to use deadly force to

stop that person.

LEN: How did you develop this policy for the Madison department?

COUPER: We did it through a task force mechanism, bringing police officers from all ranks and all parts of the department together to discuss the problem and how we ought to go about solving it. From that experience I am greatly encouraged that police officers can understand the issues and make reasonable judgments about how they'd like to do business. Regardless of the doubts of some administrators, that perhaps police officers can't make those decisions, I think they can.

LEN: Did you develop a consensus on the issue of deadly force?

COUPER: I don't think we got a consensus, but at least we didn't get a minority report. We did get support for the idea that we don't shoot at cars because they contain kids, and also because shooting at a car from another car is very dangerous in an urban area. From such problem situations, you first have to look at what's the problem, and then what's the best way to solve that problem. I think this approach works to develop a policy. Now what

but they don't want to do the day-to-day work of discussing policies regarding use of hats by uniformed officers, as to when they ought to wear their hats and when they shouldn't.

LEN: In fact, do you want citizens involved in that decision?

COUPER: No, we don't. My concern is that a citizen's committee can very quickly become a dumping ground for all kinds of matters. I like to save my citizen advisory groups for when I've really got a problem because then I'm really going to need them. I don't want to wear them out with a lot of day-to-day things.

LEN: Would you give an example of a problem that you put to them?

COUPER: One of the major efforts involving the community police relations committee and public hearings was how to handle kids. We hit on all the issues, such as when does the investigating officer notify the school, the parents, and so forth. We ~~don't~~ to get some uniform answers on how are we processing kids (I have to use that term, "processing," which we tend to do quite a lot). We had the issue of the Miranda warnings. A lot of officers felt that the kids were excluded from Miranda and didn't have to be warned, regardless of what *Gault* had to say. We made it quite clear we want Miranda used with kids as well as with adults. This policy concerns how kids are treated in certain respects, and I think it sets the tone of the department when the administrators say that kids are to be treated the same way, to be given the same warning and the same rights. We dealt with questions that the parents would have: "What happens to my child when my child is apprehended?" "How do we go about handling them?" "What can we expect from the system?" I think it is critically important today that the consumers of police services understand what happens in the system. There are a lot of people, not just the criminals, who are consumers of the police system. The quicker we understand that, the better. We've got an obligation to tell them what happens. There's the whole issue of the victim. If you're victimized, what's the role of the police? What is the role of the prosecutor's office? What happens when you go to court? If you're a woman alone with children, what about the kids? Will the system baby-sit your children while you're a witness in court? Where do you park your car in a congested urban downtown courthouse?

LEN: You are pointing out problems that concern a great many people and which are not directly within the system which police can address themselves. Has there been an outgrowth of this process of consultation so that other agencies have become involved in solving these problems?

COUPER: Very much so. On both the problems of the victim and the problems of the juvenile we involved a lot of people, including other supportive criminal justice functions: the prosecutor, the juvenile court judges, etc. Especially when you're dealing with kids, there's another group involved, the whole spectrum of social workers. Beyond that are the kids and their parents. They're going to have an interest in how the system goes about dealing with their problems.

LEN: What has been the concrete outcome of the police community relations committee's taking up the issue of how juveniles are going to be handled by the system?

COUPER: The outgrowth was about six months or more of work, seven or eight drafts of a very comprehensive policy, and, finally, the basic acceptance of the document and its publication. Training was given to the department — everyone knew that this policy had resulted from a community process which involved not just the police.

It doesn't often happen that you can get a lot of people involved in making policy.

LEN: As you are in the process of hammering this out, were there any particular issues that became sticking points?

COUPER: In this particular one at least, I can't recall any really nitty-gritty issues that the people were stumbling over.

LEN: Were police sufficiently involved that they felt

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I'd like to see are more and more citizens involved in the policy making process.

Citizen Involvement in Policy Making

LEN: Have you had any experience with citizens involved in policy making?

COUPER: Yes, since I first started in Madison I've had a community relations committee which is known as the chief's committee.

LEN: Who's on your committee?

COUPER: I had a lot of radical students on the committee when I first came and that caused a lot of problems. I thought it was a good idea to listen to what the people who used to throw the rocks are saying about the police. We have had a diverse group of minorities, active people as well as conservative business people on that committee.

LEN: Do the people on the committee speak mostly for themselves or do they have constituencies to go back to and speak for?

COUPER: I think it's the nature of committees that when people are appointed they like to think about having a constituency, whether it's a homemaker's constituency or a minority constituency or a female constituency. People tend to speak that way, so the group tends to talk that way. I think that's good. The difficulty is to maintain discussion as an ongoing process. People will help us when there's a critical issue,

"I believe we're not the keepers of the public morality, nor are we the judges of what is obscene or pornographic. To do so is a very threatening idea to me on how police ought to operate in this society."

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that it was their policy, too, rather than something that was being forced on them from the community? COUPER: Yes, very much so. This issue had a lot of give and take, back and forth, but it is not an extremely emotional issue like the use of force and deadly force.

I'll have to admit that the deadly force policy was developed internally. We didn't seek a lot of citizen input other than getting a sense of how some citizens felt about it. Now some chiefs say that if they asked for community input on deadly force they would probably get some citizens saying that you ought to shoot anybody that does any one of a wide range of things and that's very, very, possible. Some people in the community feel that you ought to do police business on the end of a gun.

I think that there are some dictates from our Justice Department which would preclude our adopting that kind of policy. It often happens in policing that people want us to do things that are illegal. We can't do what everybody wants us to do when it's illegal. This is where the issue of professional ethics and professional commitment to the Constitution and Bill of Rights comes in.

Policy on Sex and Gambling

LEN: Did this particular problem of people wanting the police department to do something illegal come up so far during your time as chief in Madison?

COUPER: Well, the closest thing we've experienced is in the area of pornography and obscenity. What happens is that some people say to the police department, "You're

a police department or any type of business.

So, I think that if we believe something, we ought to be able to put it on paper. It also gives a chance for the politicians and the public to review the policy and if they want it changed to say so. That is what I maintain concerning our policy toward commercialized sex. "Just tell me to do something different then. All you've got to do, if it's a lawful order, is to tell me to do something different. You hired me to do a job, you give me some resources. I'll make the kinds of decisions that I think are necessary to get the job done. If you don't like those decisions you can critique them and order me to do otherwise."

LEN: So you then took this approach to the area of gambling, which would concern a larger proportion of the population.

COUPER: Yes. That is a big problem. We said that we are concerned only with commercialized gambling, where there's a profit, and we're not going to be hypocritical about the area of general social gambling because it exists within every city. The hypocritical nature of gambling in society seems to be that if you're standing on the corner throwing dice for a few bucks and if you're not of the same race as the majority racial composition, of that city, then you're going to get locked up for gambling. However, if you're down at the country club with a nice suit on and if you are playing cards for large amounts of money, you're not going to be touched. On the basis of fairness and equality of enforcement policies in this country I think we ought to say that

prove things to be obscene or pornographic. We will help them investigate, get the information, but we will not initiate an investigation on obscenity charges without a citizen complaint.

LEN: You used a phrase just now, "We, as the police, are not keepers of the public morality." In fact, this mission has been given to the police in the past. How do you see that whole issue?

COUPER: I see it very clearly: we are not the keepers of the public morality. We are the investigators and the enforcement arm in society so we have a responsibility to do that effectively. I just don't think we're capable of making those kinds of judgments. We've gotten our fingers burned so many times in the past, I would think that most police administrators would support the position that we're not the keepers, but from time to time some of them like to get thoroughly involved.

LEN: Who are the keepers of the public morality?

COUPER: I think the public is the keeper of the public morality. The ultimate test is going to be what the Constitution says in terms of free speech and what the courts say. The police may have a role as far as helping the citizen complainants, but I cannot support the idea that the police ought to be the initiators. The police officer must not go to a movie and say, "Stop, stop, I am offended. This is obscene. Arrest the manager and the motion picture operator. Seize the film and we'll go forward to prosecution." If that happens, usually there is no law enforcement prosecution; the District Attorney says, "Now, come on, I've got better things to do."

It is the same situation if a police officer goes into a dirty bookstore, sees a picture that he believes exhibits all the elements of obscenity, and then confiscates that picture. Those are foolish things for democratic police officers to get involved in. What we have said in this area, which I think is very important, is that people who don't want to see that have a right not to see that. The bookstores ought not to display goods and pictures that might be offensive to people. We have an old saying, that a little old lady from Sheboygan who comes to Madison ought not to walk into a movie and become offended by what she sees. There ought to be big X out in front saying that this is sexually explicit material. We might have some very strong personal values about not wanting our children to see sexually explicit material. That's fine. We will fight to keep obscene material covered up from outside view. Some people say that it's a basic issue of environmental pollution, that pornographic materials are not very well done materials and that they ought to be covered up.

LEN: So what you're protecting in this case is the right of people to live different lifestyles, all within the basic democratic framework.

COUPER: That is the whole nature of this business called policing. There are many moral worlds out there in America today. Our responsibility is to police these moral worlds with various value senses out there, to protect different people with different ideas. We as a nation have become more diverse and more cosmopolitan. It makes policing all the more complex and difficult, and at the same time all the more exciting.

LEN: Can you give me an example of something that happened in Madison as different worlds were colliding and the police were aiming to keep the peace?

COUPER: A lot of people feel that Madison is on a number of different collision courses of different moral worlds. One that comes to mind was on a Saturday afternoon last fall. There were 60,000 people at a football game, which is a very active drinking event. Shortly afterwards, there were 10,000 people attending a toga party. At the same time, about a mile and a half away, there were 4,000 people on our capitol square, holding a marijuana smoke-in. Not all the 60,000 people at the stadium are Madisonians; they are Wisconsin people and out-of-state people. All those activities took place peacefully without any arrests. There is the possibility of collision courses just because we are the state capital. Protests and demonstrations have been effective political devices, so we have had huge gatherings of people protesting. We have had welfare mothers, people who are pro- and anti-abortion. Recently, we had three major

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"Police departments have always had unwritten policies and fellow officers told you what the policy was. That's no way to run a police department."

not doing enough in this area," but an equal number say, "Don't you have anything better to do?" We have the usual massage parlors, porno bookstores and the whole business of commercialized sex from dancing girls to books. What we have done — and I don't know of many departments that have done this — is to put forth a white paper explaining certain police policies in the area of commercialized sex and pornography. We have set areas where we're not going to take any action and published these within a policy manual which is a public document received by a large number of people. We hit the area of commercialized sex by saying, "We take some specific responsibility for this area, but we're not going to take any action regarding the private sexual behavior of adults on a non-commercialized basis." Since the old felony statute on sodomy is on the books, people say, "Well, we think that there's some sodomist behavior going on in this dwelling, between two adults." We're saying, "We've got better things to do." It's difficult to say that.

LEN: It's exceptional for a department to write down such a policy. How did you develop it?

COUPER: We developed it out of my office with a lot of staff support from the University of Wisconsin Law School and some sex educators from the University of Wisconsin. They were ready to give me the legal backing as well as the sociological backing that is good policy not enforcing the statutes against private consensual behavior.

LEN: Was there more concern within the police department that you were going to put this policy on paper than with the substance of the policy?

COUPER: Oh, sure. That's the whole thing. They say, "Yeah, OK Chief, we'll go along with you. That's common sense, that the way we do business. We've never busted anybody for fornication. There hasn't been anything coming out of the D.A.'s office on fornication in 175 years. We understand that, but please, please, don't put it on paper."

LEN: How do you deal with that attitude?

COUPER: We ought to be able to put on paper what we believe in. Police departments have always had unwritten policies and fellow officers told you what the policy was. If you didn't get along as a police officer within the department, they didn't tell you about some policies until you did something wrong and then they said, "That was against the policy." That's no way to run

either we're going to get after all gambling, whatever it is, even social gambling, if that's what the law says, or we ought to say what we're really concerned about. In the area of gambling we think there's some reason to be interested in the commercialized aspects of it because of the large profits and because there are strong indications that the money goes into supporting other illegal activities, at least in the area of organized crime.

LEN: Did you have community input in developing the gambling policy?

COUPER: No. We didn't have a task force in that whole process but there was public knowledge of the department policies through the newspaper, so people had a chance to review them. If people ask what we do in this area we can tell them.

LEN: Has street corner gambling ever been a problem that disturbed the peace?

COUPER: No. Given the nature of Madison, it really was not a problem of any peace-disturbing proportions. LEN: After you issued the policy was it simply accepted, carried out, and the problem ended?

COUPER: It seems to be pretty well ended. We just had a major operation against the commercial aspects of gambling and the D.A.'s office supported us.

Then there is the old issue of what the police department is going to do about these dirty book stores. We took the issues concerning book stores and dirty movies and said, "There are certain things that people ought to expect within a society which has a firm commitment to First Amendment rights. Objectionable activities are going to go on." The basic idea we tried to hammer through with our white paper is that just because something upsets you and is repulsive does not necessarily mean it's illegal. We can still dislike things, not participate in them, tell everybody we don't care to do them, and encourage our children not to practice or get involved in them, all without making involvement an illegal act which will put a person in prison.

LEN: We still have groups and coalitions that say that the police department ought to be shutting the pornographic bookstores or movie houses that we ought to be judging. I believe we're not the keepers of the public morality, nor are we the judges of what is obscene or pornographic. To do so is a very threatening idea to me on how police ought to operate in this society. We will help citizens who think that they have an issue and can

"We have a unique way in which we police, and I think it is because of our historical and political heritage. We have a problem of not relating well with the communities we are policing. Somehow our outlook is 'them and us.'"

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motorcycle rallies, the last of which had 10,000 bikers, without helmets, coming up our main street. The rally was handled by a minimum number of police officers who are becoming what I see as the kind of democratic police officers we need in this society. I see a lot of this in New York, that ability to get along.

LEN: A few years ago the Madison department had made a great many arrests of demonstrators and even of people throwing a block party. You were working within a department that had the experience of confronting people who were engaged in enjoying their particular lifestyles. How did you begin to change your department's attitude?

COUPER: I guess the handwriting was on the wall. At least to some people within the department and to a great many people within the community it was clear that somehow the department had to do business differently. This fighting over demonstrations and parades and street youths' rights just seemed to be a bad way to go about doing business. I guess I provided an alternative. Prior to my being appointed in Madison, members of the Police and Fire Commission were very concerned about how business was going to be done in this area. They were very concerned about whether or not I was going to maintain the policy that we didn't give up the street without a fight. There had been no deaths in the confrontations, but many people had been injured. Confrontations were still looming in the air. My position was that if a group of people wanted to have the street, they could have the street. We'd do the best we could to keep the cars from running them down. I didn't believe that we ought to keep people off the street who are trying to exercise basic constitutional freedoms, the right to assemble and petition the government.

LEN: What was the opinion of the Police and Fire Commission at the time that they hired you?

COUPER: I guess I was the candidate that at least was going to address the issue of the students. There are some 40,000 students within our city and we felt that not best for the city in the very long run.

LEN: Were there officers inside the department who thought that lack of confrontation was a show of weakness?

COUPER: No. One of the first demonstrations that we had was just after Nixon was elected and there were a great many people in the streets. I had formed a special unit to handle street demonstrations, training them to deal with the issue of conflict management and how we can get along better with people. It was a group of officers who were willing not to wear weapons in handling street demonstrations and who also didn't want to wear hats because it depersonalized them. They wanted to make

sure people knew who they were, and that they were human. This approach is in the tradition of the British police, which is to let the demonstrators see who you are, get nose to nose with them. Don't get that gap open between the crowd and the police because that's when the rocks start flying.

LEN: How did your officers handle the demonstration?

COUPER: Well, it went off very, very well. I think it was probably the first street demonstration in the city in a number of years in which there were no arrests and no violence. We started a new attitude, using that unit to handle the street demonstrations. Recently we have been able to shift over, to assign any police officer to that kind of function. This is the whole essence of policing, to handle conflict. Those moral worlds out there are extremely varied and people are going to run into conflict when they see a moral world they don't agree with.

LEN: Within the police department were there any objections by other officers over this special unit for handling crowds?

COUPER: No, we don't use that unit for permanent assignment. We keep officers in there for a couple of years and move them out into patrol again, so it's a training unit. It gives a chance for a police officer who has been in the field for a number of years and needs a break for a couple of years to join a very loose organization that does not have the standard requirements of being on patrol.

The Department's Experimental Units

We call them our experimental units. They were first in the department to experiment with non-military uniforms. They experimented with blazers, which are pretty well accepted by the department as an optional uniform for when they go to court, or any other kind of assignment other than patrol. Supervisors may wear blazers. We also have shorts as an optional uniform within the department. There are bike patrols with police officers wearing shorts. The experimental units carry out crime prevention tasks. When the students came back on campus this fall the officers conducted a very strong anti-burglary, anti-rape public information campaign. They put out posters that were hand-written and looked like those radical kind of wall posters. "Madison Police Involved in Big Ripoffs." The posters then went on to explain in smaller print that the ripoff they're involved in is stopping the ripoff, securing your goods, locking your doors and being conscious about burglary prevention.

The unit has done some things to increase awareness on the issue of rape. It worked very closely with the Rape Crisis Center within our community. Our policy is that women officers are the only ones per-

mitted to respond to and investigate rape. This way we establish a more supportive atmosphere with the victims.

The unit also worked on experimental foot patrol, trying to adopt a Swedish concept that I saw. A supervisor and four or five officers get in a van and drive over to a target area where everybody gets out on foot and walks around doing some intensive foot patrol. Maybe it's the shopping center, or it may be residential area, or perhaps a crime problem area, than everyone gets back in and goes someplace else. They all portable radios. You bring back the idea that people see a lot of cops on foot, but they're moving around, all around the city. We even get the feeling that a lot of citizens would like to see foot patrol again, but it's very inefficient. I think there's a way we can do foot patrol very efficiently. I think we can give them some mobility and we can also keep them alerted to communications through modern small radio technology.

LEN: Do you see that this tactic is basically to alleviate people's fear of crime, or do you also see it as working to diminish crime?

COUPER: I think that foot patrol can be managed a lot better than we used to, which was just sending an officer out there to walk around for eight hours. This technique has the effect of building public support and sense of safety. People see police officers who are accessible. A person can stop a cop who's walking by and say, "Hey, I've got a problem I want to talk to you about." That's a lot easier than calling a dispatcher who is very busy and says, "Police Department, what do you want?" To which the caller might reply, "I'd like to talk to an officer because I just feel unsafe." Well how long would

"A lot of citizens would like to see foot patrol again, but it's very inefficient."

you get by with something like that in the middle of the city?

LEN: About two seconds. And do the officers recognize that reassuring people is one of their functions?

COUPER: That's very important. That's got to be part of it. You can't just walk around and take care of the car, and not pay attention to anybody. The main function is to try and see what the problems are within that neighborhood, not just walk in and out with you head up in the air, twirling you baton. There you are, you've got resources, the abilities, you can see what can be done in that community just talking to people.

LEN: What's surprising is how the mobile foot squad that comes into an area will learn what needs to be done as well as the beat man who is already there.

COUPER: The mobile unit was really experimental to see what can be done. They might have a pattern of going to that same area, so they would tend to become familiar with the problems which is important even if they lose some of that by being mobile. They still get the visibility. They are not in cars which are closed off in the summertime with the air-conditioning and the radios going.

We tried another experimental program by putting officers in uniform on lightweight up-to-date bicycles with saddle bags. The officer can hear and see and talk to people. When they have to go on a call, they get there before radio cars do. I think that for any city that's got a congestion problem — as we do in our student-downtown business area, where, especially on Friday or Saturday nights, traffic doesn't move — the bicycle is an effective alternative. There are problems in inclement weather and in the wintertime, that's very true, but I think that the bicycle has great possibilities in urban policing today.

LEN: And when you were running this experiment were you dispatching bicycles to calls?

COUPER: Yes, but it was very difficult to get the dispatchers to dispatch bicycles, they want to dispatch cars. We don't send bicycles to calls, though I think that has great possibilities. The bicycle also has great

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An interview with Chief David Couper of Madison, Wisconsin

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undercover possibilities in areas experiencing residential burglaries. Police officers undercover on bicycles can cover a tremendous amount of territory and see what's going on. It also is a big community relations possibility when you have a community that has more bicycles than cars. That's what we have in Madison. 120,000 bicycles and 90,000 motor vehicles.

Policing a Heterogeneous Society

LEN: I'd like to take a step back and refer to your comment that you had picked up an idea when you were in Sweden about using mobile foot patrol. Of course, bicycles are also used by police officers in European countries. If you look at the whole of American policing and compare it to policing in European countries, what do you think are the particular characteristics of American police?

COUPER: We have a unique way in which we police and I think it is because of our historical and political heritage. We have a problem of not relating well with the communities we are policing. Somehow our outlook is "them and us." I don't sense that attitude in Europe. It has been about seven years since I've been in Europe, and I did get a little hint of that attitude developing concerning Pakistanis and others within the British society. How well are the British police doing in recruiting minorities? How do the police in Hamburg handle the Italian workers that were coming into the city? How were the Scandinavians dealing with the Finns? How were they depicting them? I heard attitudes that were not unlike attitudes I have heard from American police relating to minorities. So the problem might be, a heterogeneous society. We hear good things about what the Japanese police are doing, but that's basically a homogeneous society. How are the Japanese police getting along with the Korean and Chinese minorities within Tokyo? What are they doing? Are there many Korean or Chinese police officers in the Japanese police department?

I think that if you look at standards of policing one of the big ones for America has got to be, how well does the police department reflect the composition of the community. You can have a bunch of really nice, well-trained, all-white, police department people and they can probably do well relating with the women and the minority community, but if you're going to have the very best, I think that the department itself has got to have female officers and it has to have minority officers.

LEN: Is this because of particular skills these officers have or is it because members of the public will feel that it's their department?

COUPER: I think both. I have the feeling that minority officers and women bring skills that I have not seen in this field before.

LEN: Can you point to any particular skill?

COUPER: Well, without stereotyping, which might be difficult, women do bring to the police field ways of dealing with conflict that men don't, because women are not culturally trained to respond to conflict in any kind. In other words, if someone insults a woman, someone challenges a woman physically, her first reaction is not to punch the person right in the running lights. Most American males have to unlearn this if they become police officers. We all went through that from our fathers telling us, "stand up and fight like a man," when we were getting into our first elementary school battles. It goes on and on; if someone challenges a man he responds physically. I see women as very effective in conflict situations, and I think it might be because they do not bring that background with them.

With minorities, you can see a different outlook right now within the National Organization of Black Law Enforcement Executives (NOBLE). What are they saying compared to what the IACP is saying about major issues in policing? You don't see the IACP saying that the major thrust ought to be towards minority hiring, but you hear that from NOBLE. There was a good series in *Nation's Cities* [September 1978] on what black police are saying about the field. The black police are saying that they see a lot of force being used against minority people. Now who's going to say that publicly within the field? People say that all the time outside the field. What is happening now is that police officers within the field are saying that. I think it's going to cause a new awareness. First of all, when you bring minorities into the locker room, the racial epithets generally go out, although they'll hang around for a while. Bringing

in minorities brings more awareness of diversity. It's one thing for a police officer to see diversity on the street, and say, "Well, that's them." But I think it's also good for police officers to see diversity in the locker room and in the roll call. The officer sitting next to him might be a woman or a minority group member. That's us, and that's the way life is.

LEN: You mentioned that in general European police don't have an "us-them" sense that American police have. Do you see anything that the Europeans are doing now that can be adopted to the American situation to develop the sense of common concern between the police and the public?

COUPER: I think that there's more of a concern toward communities that we ought to take a look at. I'll qualify that by saying that basically they're dealing with homogeneous communities, so they have an easier problem. I remember talking with a community relations group in the London police where one older commander had the opinion that absolutely nothing can be learned from the American police. I was saying that some of the problems that are going on in London with the Pakistanis and East Asians seemed to ring true to American experience. I think that we've been through this before. But "oh no, no, no, no, no, no" — the British smugness (having British ancestry I guess I can talk about British smugness a little bit). There was a younger officer who was taking a degree in criminology with a different outlook. Officers were wondering why he was studying. And I think there's a kind of anti-intellectualism in all police, not just American police. He said, "You know I would like to come to your country and I would like to see policing in the southern part of the United States because I think there are some things that we might learn from that."

Such is the nature of some of the carryovers of anti-intellectualism. It rejects the idea that maybe someone has done this before, and had these problems and maybe we can make a big jump without having to go through the same agony that someone else did before. Right now, from what I see in the major cities in Great Britain, maybe they ought to start looking at what we have been through and so hope that they don't have to go through that again. They will unless they start having some Pakistani officers in the British police. They must understand that that's going to be a continual problem and that the problems of American minorities might very well become the problems of British minorities in the near future.

LEN: I think you put your finger on something very

important, that policing in each country has grown very much as a local profession and very few looks are taken across national borders.

COUPER: I have the feeling that when change has to come within European police departments, be it the kind of national police model or the kind of local-national model which the British police have, they have the ability to change and to adjust much quicker than we ever did. Some of the new ideas prove that they have that ability. I think that our fragmentation and proliferation in this country makes change so incredibly difficult and impossible that I can't see how we're going to do it. The local-national model which the British police have has great possibilities for this country. Probably I would like to see a county model, given the thousands of police departments we have in this country. At least if we go to a county system in the large states, or maybe even a state system, we would create fewer departments — not as many thousands — at the local level. There's a lot to be done.

The Future

LEN: What do you see realistically as the future for police service in America?

COUPER: This will be somewhat of a shock because I am not an optimistic person as to how things are looking in American policing. At my down swing I am most pessimistic. My most pessimistic view would be that the most we could hope for is that things aren't going to get much worse than they are right now. And to that extent, it's very, very pessimistic. The major defects I think, are the issues of partisanship of American police, graft, corruption, and improper use of force.

On the other hand, in my highest views of this service, I think that American police — the police officer on the beat, the chief of the department — have the unique ability and capabilities to make this country stand up, pay attention, and adhere to all the things it says it's going to do. Individual respect for rights is right there with the police. Talk about dignity and justice and rights in the courts and you're very foolish. The dignity and justice and rights of people are, for the most part, affected by the police — not so much by the courts or the governor, or the Justice Department or the Senate. Rights are respected in the Supreme Court and they're respected right on the street by the cops. When cops are respecting people's rights and individuals' dignities and are just and are civil and obey the law, then it really is the U.S. Constitution in operation. All the things that we say we are are where they count.

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CRIMINAL JUSTICE LIBRARY

The latest additions to the criminal justice library

Law Enforcement Bible. Edited by Detective Robert A. Scanlon. Stoecker Publishing Co., 55 Ruta Court, Hackensack, N.J. 480 pp. \$7.95.

The editor, a detective with the Bergen County, N.J. Prosecutor's Office, has compiled a wealth of information, much of which is currently available to law enforcement personnel elsewhere. The significance of this work, however, is that all the data are assembled into one big book.

The first section of the book contains a series of articles on a variety of subjects — decoy operations, forensic photography, combat shooting, and women in policing, to mention just a few. Each original article was written by a street-wise practitioner who has years of experience in his or her area of expertise. There is an invaluable store of wisdom to be found here, some of which was gained very dearly at the cost of death or injury to police personnel. Many cautions and warnings are offered, by which the police officer in the field can maximize his personal safety while performing dangerous duty. For example, articles on New York City's Street Crime Unit and "Operation Sting" are filled with techniques, learned from hard experience, which can be of enormous value to administrators and field personnel involved in the planning, development and implementation of similar systems. These articles make for intriguing reading for the layman as well (my teen-aged sons devoured them), and the specific content of the articles is so valid and pertinent that many of them readily lend themselves to adaptation as lesson plans for persons involved in police specialized training and personnel safety programs. From locating vehicle VIN numbers to SWAT operations, the book offers a variety of specialized investigation techniques and plain old fashioned common sense survival techniques.

These articles are followed by a comprehensive reference section which contains lists of Federal and state law enforcement agencies and correctional facilities with addresses and telephone numbers; police-related publications; training films and videotapes and a comprehensive law enforcement bibliography. Need to know what colleges in your state offer police science courses? Look in the "Police Science College Directory." Found a pill in a suspect's pocket and you don't know what it is? Look it up in the "Guide to Controlled Substances." Hear a new slang expression from a drug abuser? Look it up in the "Dictionary of Criminal and Narcotic Slang." A "Guide To Personal Descriptions" section offers some basic, practical guidelines to developing one's powers of observation as they relate to physical descriptions.

The last section of the book — almost 200 pages — is a catalogue of police equipment including pistols, rifles, shotguns, armor, vests, uniforms, holsters, and optical equipment, and all with model numbers, manufacturers, and prices. Perusing this section reminded me of childhood days spent in a sickbed reading the Sears & Roebuck catalogue, daydreaming about what I would buy if I had a lot of money.

This formidable display of hardware and equipment is enough to tempt the most frugal cop, and can be the joy and delight of a chief with a few dollars left over from his annual budget. In addition, the weapons section can be of great value in identifying and describing recovered weapons, since they are all listed by manufacturer and model and are accompanied by photos.

Overall, there is a heavy firearms orientation to the book, which should be no surprise, coming from the publisher of the venerable *Shooter's Bible*. *Law Enforcement Bible* has something for everyone. direction for the chief or supervisor of a specialized unit; tons of information for the gun buff; some heavy duty practical material for the novice officer; some light but informative reading for the experienced cop, and a lot of readable features for the whole police family. This is not an essential addition to your library, nor is it a scholarly textbook; but besides being a valuable reference book and directory, it is a delightful compendium of police potpourri which is a helluva lot of fun to read. If I can get my copy back from my kids, it's going on my office bookshelf for future reference.

—Harry O'Reilly

Cities With Little Crime: The Case of Switzerland. By Marshall B. Clinard. Cambridge University Press, 1978. New York and London. 208 pp. \$13.50.

This is a comprehensive study of crime in Switzerland, with a comparison to similar criminal patterns in other European countries and the United States. In spite of Switzerland's position as a highly developed, affluent, industrialized and urbanized country, it has an unusually low crime rate. Even in the largest Swiss cities, crime is not considered a problem. Although firearms are available in virtually all households (owing to the Swiss citizen-army military system), criminal homicide and robbery remain low incidence crimes.

Low crime rates are an anomaly among industrialized nations. Around the world, crime is increasing in the developing as well as in the developed countries. The United States particularly has not been successful in coping with crime. Thus, any country that represents an exception to the trend of increasing crime becomes important to criminologists and police administrators.

Marshall Clinard, a sociologist at the University of Wisconsin, has written numerous books and articles on criminology and social deviance. This study, carried out by the author in 1973, is part of the American Sociological Association's Arnold and Caroline Rose monograph series in sociology. It is a comprehensive but concise analysis of crime, measurement of public attitudes, police and criminal justice procedures, youthful crime, and cross-cultural implications of Swiss criminal patterns. Many of Dr. Clinard's findings are of interest to criminologists in other countries.

For example, firearms are readily accessible in Swiss homes, indicating that other factors operate in the causa-

tion of criminal usage of weapons, probably a propensity to resort to violence to settle interpersonal disputes.

Another suggestion Dr. Clinard puts forth is that the low Swiss crime rate may be due in part to the nature of the criminal justice system: arrests of offenders are rare, with citations usually given instead; no plea bargaining is available for a reduction in the charge; most sentences are suspended, and prison sentences when imposed are short and served in very small

institutions (the largest have capacities of 300-400 inmates). The limited use of prisons has probably prevented offenders from developing the criminal attitudes and tendencies commonly learned in penal institutions.

Other factors contributing to the low crime rate are unique to Switzerland. As the author points out

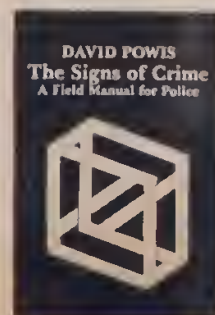
"The success of the Swiss political and social system rests on 'amicable

Continued on Page 14

The Signs of Crime A Field Manual for Police

By David Powis

with a Foreword by
Sir Robert Mark
Retired Commissioner, Scotland Yard
and
with a Preface by
P. J. Stead
John Jay College of Criminal Justice



If they want to draw their pensions, uniformed policemen, members of the traffic patrol and any other members of the police might take a good look at this book, a field manual for young constables, handing down to them the thousand and one ways of spotting criminals, compiled during the 31 year's service of David Powis.

Alec Hartley
Manchester Guardian

The Signs of Crime is aimed at the beat officer, the supervising sergeant and inspector, the men and women at the sharp end of the service. Mr. Powis is suggesting how a police officer can interpret what he sees with his own eyes. Throughout the book he says: *Watch for*, and gives tip after tip on the working methods of criminals petty and major, the characteristic giveaways that distinguish the honest citizen from the crook. In one short, crisp chapter after another, the author gives object lessons on... offenses which a reasonably alert urban officer is certain to encounter, from car thefts, shoplifting, prostitution and pimping; the three-card trick; to child abuse and baby battering.

Police

It might be going too far to say that it will supersede that vast book, *Criminal Investigation* by Hans Gross... but for me this book contains at least one new fact, or one new stimulus to thought, on every page, and there are 233 big pages. It's about every conceivable aspect of crime prevention and detection, and more than any book I've ever seen it shows those two functions as being the province of the uniformed man... I'd like to see it in the hands of everyone in the country.

C. H. Rolph
Police Review

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444 West 56th Street
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Current job openings in the criminal justice system

Page 12
LAW ENFORCEMENT NEWS
March 12, 1979

Training Coordinator. Position involves professional administrative work in coordinating the training activities of the Unified Judicial System of South Dakota. Successful candidate will have responsibility for organizing a training program design, preparing training materials, and planning and implementing training sessions and program evaluation for employees of the system.

Possession of a master's degree from an accredited college or university is required. The degree should be in the areas of either law, education, behavioral science, corrections, criminal justice, judicial administration, public administration, training, or related fields. One year of experience in a field related to these disciplines is desired, but a combination of education and experience can be substituted. Knowledge of governmental organization and procedure is essential, as is the ability to write clear, complete, accurate and logical reports, specifications and test items. Salary of \$16,452 will be funded through an LEAA grant.

Official applications may be obtained by writing to the South Dakota Bureau of Personnel. Send completed applications along with a resume to: Unified Judicial System Personnel Officer, State Capitol, Pierre, SD 57501. Filing deadline is March 30, 1979.

Financial Analyst. The Illinois State criminal justice planning agency is currently seeking an individual for the position of financial analyst. The basic requirements for applicants include: a graduate degree in public management/policy or fiscal management; two years' experience in grant management or fiscal administration of grant programs. The salary ranges from \$17,200-\$19,300.

Send resume to: Personnel Director, Illinois Law Enforcement Commission, 120 S. Riverside Plaza, Chicago, IL 60606.

Assistant Professor. The University of Cincinnati is soliciting applications for an anticipated but as yet unfunded tenure track line to help begin a new community-based, corrections oriented master's degree program. The opening is for September 1979.

The applicant should be a criminal justice generalist with special interests or experience in community supervision and a Ph.D. with research interests and good teaching skills.

Responsibilities include reaching a nine-hour load of upper-division undergraduate courses, along with some graduate teaching. Salary and benefits are competitive.

Send comprehensive letter, vita, three references, educational record and copies of recent publications to: Search Committee, Criminal Justice, 404 French Hall #108, University of Cincinnati, Cincinnati, OH 45220.

Police Officer. Hickory, North Carolina has several entry-level positions available on its police force. Applicants must be 20 years old upon completion of training, have completed two or more years of college, and be willing to relocate to within a 30-minute drive of the police department.

Other qualifications include the ability to obtain a valid North Carolina driver's license and to success-

fully complete the State General Aptitude Test Battery for the police officer position. Candidates will also be required to pass an oral board examination, a psychological stress evaluation, a psychological interview and a medical examination. All applicants must meet or exceed requirements imposed by the North Carolina Criminal Justice Training and Standards Council.

For further information, contact: Lieutenant W. T. Owens, 35 First Street, Northeast, Hickory, NC 28601. Telephone: (704) 328-5551.

Chairperson of Criminal Justice. Wayne State University in Detroit is creating a new Department of Criminal Justice from an existing program in the Department of Political Science. The university is seeking a highly qualified individual to head the eight-member department and expand its activities.

Applicants should have a Ph.D. in criminal justice or a related field, an extensive publication record, and experience in the professional and academic aspects of criminal justice. Experience in obtaining and administering grants is also desired.

Over 1,000 students are currently enrolled in the existing program, approximately 600 of whom are in curricula leading to the bachelor's or master's degree. Mutually beneficial relations have been developed with criminal justice agencies, and it is expected that the relationships will be strengthened with the advent of the new department.

Applications, nominations and inquiries should be sent to: Dean Martin T. Wechsler, Secretary, Criminal Justice Search Committee, 554 Mackenzie Hall, Wayne State University, Detroit, MI 48202.

Assistant Professor. The Criminal Justice Studies Program at the University of South Dakota is offering a tenure track position to teach in a number of specialized areas. The post requires competence in pre-trial and trial prosecution and adjudication, criminal evidence and procedures, general issues in law and justice, the role of law in society and prisoners' rights.

Successful applicant will teach three classes per semester, counsel and advise students interested in criminal justice, assist in the development of off-campus courses, and supervise the work of master's candidates in political science. A Ph.D. or a J.D. is required, but preference will be given to candidates with demonstrated teaching ability. Salary will be commensurate with qualifications. Position will begin on August 15, 1979.

Interested persons should send a resume, copy of graduate transcripts and three letters of recommendations to: Jim Rumbolz, Associate Director, Criminal Justice Studies Program, University of South Dakota, Vermillion, SD 57069. Closing date is March 28, 1979.

Criminal Justice Teaching Positions. Northern Michigan University's Department of Criminal Justice is seeking candidates to fill three posts at the instructor, assistant professor and associate professor levels.

Successful candidates will teach introductory criminal justice and law enforcement courses, and manage internships in a large, comprehensive program which emphasizes rural criminal justice and is not dependent on LEAP funding.

Minimum qualifications include a master's degree and not less than two years of paid professional experience in a criminal justice position. Candidates should have proven teaching skills, in addition to imagination and a genuine concern for student needs.

The opportunity to conduct research will be available, but candidates will not be subjected to "publish or perish" pressures. The successful candidate will be expected to participate on committees and carry a heavy advisory load. Salary will be competitive and excellent fringe benefits will be provided.

Send resume and cover letter by March 26, 1979 to: Search Committee, c/o William F. Waters, 111 Pierce Hall, Department of Criminal Justice, Northern Michigan University, Marquette, MI 49855. Telephone: (906) 227-2660.

Associate Professor. The University of North Florida is offering a Fall, 1979 appointment for a person to teach in undergraduate and masters criminal justice programs located in a multi-discipline department.

Applicants must have a Ph.D. in criminal justice

or a related discipline, with particular expertise in corrections/rehabilitation methods, but should also be able to teach general criminal justice or criminology courses. Additional ability is desired in the areas of research and planning, comparative criminal justice or juvenile justice and rehabilitation. Previous teaching and applied experience is preferred, as is evidence of scholarly achievement.

The University of North Florida is an upper-division, undergraduate and graduate level institution of the Florida State University System.

To apply, send a curriculum vitae and letters of reference to: Dr. Steven M. DeLuc, Chairperson, Department of Sociology and Political Science, University of North Florida, Jacksonville, FL 32216. Closing date is April 15, 1979.

GRAND VALLEY STATE COLLEGES Two Positions in Criminal Justice (Subject to Implementation of Program)

Position:

Two tenure track positions at the graduate level in a new Master of Criminal Justice Program scheduled to commence September, 1979.

Qualifications: (First Position)

Terminal degree in criminal justice or related area with emphasis in law enforcement. Previous teaching and research experience required. Relevant field experience or contact desirable.

Rank and Salary:

Negotiable, commensurate with experience.

Duties:

The candidate must be able to teach the following subject areas:

Criminal Justice Management, Crime Prevention and Community Relations, Professional and White Collar Crime, and Comprehensive Criminal Justice Planning. Related additional teaching areas desirable.

Qualifications: (Second Position)

Terminal degree in criminal justice or related area with emphasis in corrections. Previous teaching and research experience required. Relevant field experience or contact desirable.

Rank and Salary:

Negotiable, commensurate with experience.

Duties:

The candidate must be able to teach in the following subject areas:

Probation and Parole; Case Load Management and Investigation; Correctional Institutions; Management and Security Systems; Institutional Supervision and Treatment; Community Correction; Management and Treatment.

Related additional teaching areas desirable.

All faculty are expected to assist with student advising.

Applications must be received by April 15, 1979.

The Master of Criminal Justice (MCJ) Program has both management and operations emphases within the areas of law enforcement and corrections. The MCJ Program is built upon and related to the undergraduate B.S. and Criminal Justice Program. Graduate and undergraduate faculty may be expected to teach some courses listed for both graduate and undergraduate credit.

Send application, resume, and credentials to: Dr. E. F. Gearhart, Dean, College of Graduate Studies, Grand Valley State Colleges, Allendale, Michigan 49401.

FACULTY POSITION

Criminal Justice

Assistant Professor or Instructor

Starting September 1979

The College of General Studies, the Associate Degree granting unit of the University of South Carolina, is seeking a faculty member whose primary teaching duties will be Law Enforcement, Criminology, and Juvenile Delinquency. Applicants should be committed not only to teaching but also to the providing of services to local criminal justice agencies. Doctorate preferred but persons holding the masters degree who have had professional experience will be considered. Salary competitive. Send resume to: Dr. Harry E. Varney, Dean, College of General Studies, University of South Carolina, Columbia, South Carolina 29208. The University of South Carolina is an affirmative action/equal opportunity employer.

New Orleans strikers put a damper on Mardi Gras celebration

Continued from Page 1

plained what they want in the way of pay, and the commission is now studying that request," the spokesman said.

In an interview with the *Times-Picayune*, Teamster negotiator Valenti chided city negotiators for not having complete bargaining authority. "If you take away the authority, all you've got is the 'Muppet Show,' and that's the best we've got going for us," he said. "We have the authority to settle, we have the authority to accept, we have the authority to negotiate. . . They have to go back and get permission to offer anything."

Another view on the Civil Service Commission's authority was offered by Handleman, who said that "the contract that's signed will not have anything to do with economic matters, because, under the state constitution, that's vested in the commission."

A Federal mediator has been called in to help iron out the dispute, in the wake of several disruptive incidents. On February 21, PANO picketed sanitation sites throughout the city, forcing cancellation of garbage pick-up for two days. The state's 4th Circuit Court of Appeal subsequently issued a temporary restraining order, prohibiting the union from interfering with sanitationmen.

The *Times-Picayune* later carried a bizarre story which reported that a striking patrolman hung a dead rabbit by its feet from an overhead telephone line, while his fellow strikers declared, "You can tell them Easter is dead now, too."

Earlier in the week, the non-striking

commander of one police district suffered a fatal heart attack on the job. Superintendent James C. Parsons told reporters that the officer's malady was brought on by the long hours he had to work due to the strike.

Meanwhile, PANO President Vincent Bruno issued an ultimatum, stating, "If the talks break down, cave them in; wreck the city. We're not giving in. We're adamant."

Although Bruno later retracted the statement in a public apology, recent newspaper polls indicated that public sympathy has turned against police. The strikers have disobeyed two court orders to return to their beats, prompting one black citizens' group to state that the lawmen should be "arrested as outlaws and fired."

In a February 24 statement, the local chapter of the Louisiana Black Republican Council declared: "We believe that the policemen and other citizens on every job have a constitutional right to dissent on their jobs. However, there is no law, nor should there be a law which allows any union, its members to speak of destroying any city in the United States."

In spite of the apparent lack of citizen support for the union, one observer remarked that the strikers' grievances are legitimate, noting that the NOPD's pay-scale ranks 27th lowest among the nation's 28 largest cities. During negotiations, the union has claimed that current base pay is not only below that of other southern cities but is below the \$24,561 salary paid to New Orleans bus drivers after two years.

Supreme Court Briefs . . .

Continued from Page 5

mainland United States by way of either airline or ship may undergo a warrantless, nonprobable cause search of both his person and property.

Despite the fact that a majority of the justices of the Supreme Court of Puerto Rico held that the searches are a violation of the Fourth Amendment of the United States Constitution, the Puerto Rican Constitution bars invalidation of the law, stating that the court must be unanimous for any statute to be held unconstitutional.

Following a conviction for possession of marijuana, the defendant entered an appeal which questioned the constitutionality of such searches. The government responded that the searches were necessary, noting the problems caused by illegal traffic in guns and drugs. The defendant claimed that the Commonwealth was "indisputably a part of the United States," and that searches at the border are as absurd as searches of people traveling between states.

In addition to the central question of whether the Commonwealth may continue to search at its border without warrants or probable cause, the Court also faces the question of whether the Puerto Rico Constitution, in Art. V 54, conflicts with the due process and supremacy clause of the United States Constitution. (*Torres v. Puerto Rico*, No. 77-1609, scheduled for oral argument during the week of January 8, 1979.)

Coming Up In
Law Enforcement News

An Interview with
the controversial
Norval Morris,

Dean of the
University of Chicago
Law School

Target Terrorism: Providing Protective Services

terrorism
(tēr / ariz / am), N.

1. The use of methods to dominate or coerce by intimidation.
2. State of fear and submission so produced.
3. A method of resisting a government or of governing.

This timely, in-depth text explains how all the pieces of the terrorism puzzle fit together. **Target Terrorism** is a "how-to-do-it" resource that provides answers and knowledge to help you understand and effectively combat the threat of terrorism.

Most books dealing with terrorism focus on single case studies or theoretical analyses. The authors of **Target Terrorism** adopt a different approach as they take the reader through a unique, step-by-step discussion on the subjects of: The Targets of Terrorism • Assassinations • Kidnappings • Hostage Taking • Bombings • Extortion • Noxious Substances • and Risk Reduction.

Written by two experienced protective services practitioners and trainers, Dr. Richard W. Kobetz, an assistant director, International Association of Chiefs of Police, and H.H.A. Cooper, president, Nuevevidas, Inc., and consultant to the IACP, **Target Terrorism** packs as much vital knowledge as possible into a handy, readable, and useful form. This book does not belong on your bookshelf, it belongs on your desk. Read it. Study it. Analyze it and plan what you would do to respond to tomorrow's threat of terrorism today.

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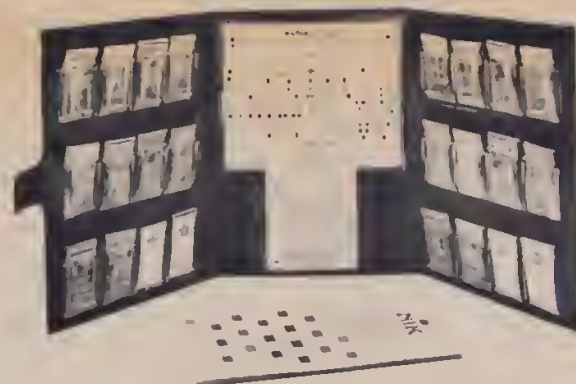
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EVIDENCE TECHNICIAN PROGRAM MANUAL

By Joseph L. Peterson
and James H. Jones

The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become 'evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

A publication of the
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Unsolved murders through history

Continued from Page 6

London suburb, when he became involved in a violent argument with his three companions, Nicholas Skeres, Ingram Frizer, and Robert Poley. After consuming much drink, Marlowe, according to the three others present, inexplicably lunged for Frizer's dagger, cutting him on the head. Frizer tore the weapon from Marlowe's grasp and drove it into the writer's head, killing him with one wound about the eye. The claim of self-defense was accepted, but the murder of Marlowe was never fully solved, if indeed, it was Marlowe who was killed in the first place.

Many later claimed that Marlowe had been killed by Frizer over Marlowe's homosexual advances. Another theory is that Frizer was under orders from his master, Sir Thomas Walsingham, to get rid of his lover Marlowe, having tired of him and preferring Frizer as the dramatist's replacement. The most astounding story has it that the entire affair was a plot designed to allow Marlow to effect a permanent escape to the continent.

Marlowe had recently been arrested and imprisoned for atheistic attitudes, an Elizabethan offense that could have resulted in his execution. Released on bail, it was thought, his murder was contrived by his sponsor and lover Walsingham. Another body was substituted and Marlowe sailed for France where he lived comfortably and wrote the plays later attributed to Shakespeare. For the investigative mind, this claim may not be unthinkable.

Burger pushes plan for lawyer competency at ABA convention

Continued from Page 5

some places this gives rise to a belief that habitual criminals can commit two or more crimes 'for the price of one.' "

Noting that the protection of the public "must always be a major factor" in bail release decisions, Burger called for research designed to "probe case by case and name by name" the number of defendants re-arrested and re-released while other charges were pending against them.

Moving to the professional concerns of ABA members, the Chief Justice again placed his imprimatur on a plan that would convert the final year of law school into a period of clinical trial advocacy training. Harvard Law School has already begun to raise funds to initiate a program that would test the concept, he said.

Burger acknowledged, however, that the plan will work only with meaningful input from the legal community. "We agree with the law schools that working alone, they are not equipped to perform that function," he said.

Comparing a law student's training with that of a medical intern, the jurist noted that a law school "can teach the elementary 'anatomy' of litigation — pleading, practice, evidence — but ultimately, trial advocacy must be learned from trial lawyers and in the courtroom."

"We must draw on the talents and experience of trial lawyers, judges and law teachers," he declared. "We must revitalize the great tradition of our profession that the skills of the most senior members are handed on to the new generation of lawyers."

On the subject of adequately training judges, the Chief Justice cited several ongoing programs, noting that almost 7,000 state court judges have attended the ABA's

Sir Edmund Berry Godfrey, October 12, 1678. A well-respected, fair-minded magistrate, Godfrey had been plagued weeks before his strange murder by a virulent anti-Catholic gadfly, Titus Oates, who claimed that all England was afoot with a papist plot to seize the government, kill King Charles II, and re-establish the Catholic Church. Such scandal-mongering was not new in England; Catholics were energetically persecuted — none could hold office or even enter London, except for vital tradesmen.

Godfrey was not at all receptive to the wild claims of ex-Jesuit priest Oates, claiming that the accuser had perjured himself in identifying high-stationed persons as part of the so-called Catholic plot. Godfrey had even stated his fear of being killed one night on a London street. Indeed, upon leaving his home on Hartshorn Lane on the night of October 12, Godfrey vanished. His body was found the following week in a ditch at Primrose Hill; he had been strangled, his neck broken, and a sword blade had been run through his body. A man named Miles Praunce soon confessed under torture, saying that Godfrey had been murdered by three servants, all secret Catholics, Robert Green, Henry Berry and Lawrence Hill.

With Titus Oates screaming for their heads, a kangaroo court soon sent the hapless trio to the chopping block. A bloody persecution of Catholics followed. It was later discovered that Oates and others had created the murder of Godfrey to make it

appear that the Catholic plot was real. The magistrate's true killers were never apprehended (although a few gifted historians have pointed to the alcoholic, sadistic Earl of Pembroke, who once stomped a man to death and was convicted of manslaughter before magistrate Godfrey, an all-too-willing and revengeful pawn of the conniving Oates).

Oates did pay the penalty for his slander. After boldly accusing the queen of plotting to murder her husband Charles on the Pope's behalf, the vicious Oates was convicted of libel and sent to prison for life, with regular whippings while tied to a cart-tail as part of his official punishment.

(Released by the Crime Journal Syndicate, Suite 226, 2561 N Clark St., Chicago, Illinois 60614.)

Book review: 'Swiss crime'

Continued from Page 11

or consensus agreement,' rather than majority rule. Swiss political history indicates that majority rule is not the only form of democracy; if it were, the German-speaking population, the larger cantons, or the three large political parties could easily dominate the country. The low level of hostility among Swiss subcultures is due, it is said, to the practice of amicable agreement among all parties to a discussion, rather than one of majority rule."

There are a good deal of interesting data in this study: on Swiss crime rates in general, on the victimization perceptions of citizens, on comparative theft insurance rates and trends, on white-collar crime and on tax violations. The crime victimization survey conducted by the author in Zurich is among the first outside the United States and provides useful comparisons with crime in other societies.

Dr. Clinard's conclusions, which are indeed thought-provoking, are summarized as follows:

- The Swiss crime rate cannot be explained by individual personality differences.
- Ordinary crime in affluent countries cannot be explained by economic disadvantages or poverty.
- The size of large urban centers can be controlled by the dispersal of industry and development of satellite cities.
- Political decentralization by the developing of governmental units may be useful in encouraging citizen responsibility for obedience to law and may lower the crime rate.
- The development of broader integration of youth and adults in common activities and purposes will reduce youth crime.
- The increased use of the citation rather than arresting persons will prevent the "labeling" of an offender which can have serious consequences for future crime.
- In terms of gun registration and control and their relationship to violent crimes, it is well to recall the Swiss experience of readily available firearms.
- The merits of a national uniform criminal code should be considered, particularly in the United States. Such a code would have uniform definitions and penalties for crimes and would result in less confusion in a highly mobile population.

—Daniel P. King

Upcoming Events

April 1-13, 1979. Basic Narcotics Agent Course. Presented by the Criminal Justice Division of the University of Georgia. Fee: \$475. For more details, contact: Mike Swanson, Continuing Education Programs, Criminal Justice Division, Institute of Government, University of Georgia, Athens, GA 30602. Telephone: (404) 542-2994.

April 2-13, 1979. Crime Prevention Technology and Programming. Presented by the National Crime Prevention Institute. For more information, contact: Admissions, University of Louisville, Shelby Campus, Louisville, KY 40222. Telephone: (502) 588-6987.

April 2-13, 1979. Middle Management Course. Presented by the Florida Institute for Law Enforcement. Fee: \$125. For more details, contact: Florida Institute for Law Enforcement, St. Petersburg Junior College, 6605 5th Avenue North, P.O. Box 13489, St. Petersburg, FL 33723.

April 9-11, 1979. Workshop on Police Civil Liability and Defense of Citizen Misconduct Complaints. To be held at the International Hotel in New Orleans by Americans for Effective Law Enforcement, Inc. Fee: \$265 for the initial registrant and \$235 for each additional registrant from the same agency. For more details, telephone: Ms. Rhoda A. Miller, Workshop Coordinator. Telephone: (800) 323-3740.

April 15-23, 1979. Seminar on Comparative Criminal Justice: Cuba. Presented by Adventures in Travel Inc., in cooperation with the Pacific Forensic Institute. Cost: \$820. For more details, write or call: Adventures in Travel, 1717 University Avenue, San Diego, CA 92103. Telephone: (714) 291-0512.

April 16-20, 1979. Investigative Photography I. Conducted by the University of Maryland. Fee: \$273. For more details, contact: Director, Law Enforcement Institute, University College, Conferences and Institutes Division, University of Maryland, University Blvd. at Adelphi Rd., College Park, MD 20742. Telephone: (301) 454-5241.

April 16-20, 1979. Law Enforcement Photography Workshop. To be held in Rochester, New York. Presented by the Eastman Kodak Company. For more details, contact: Law Enforcement and Security Markets, Eastman Kodak Company, Dept. 0617-A, 343 State Street, Rochester, New York 14650.

April 17-18, 1979. Workshop on the Proper Use of Physical Evidence Field Test Kits. Presented by the Forensic Sciences Foundation in Baltimore, Maryland. For further information, write or call: Workshop Coordinator, Forensic Sciences Foundation, 11400 Rockville Pike, Suite 515, Rockville, MD 20852. Telephone: (301) 770-2723.

April 17-19, 1979. White Collar Crimes Program. Presented by the Center for Criminal Justice, Case Western Reserve University. Tuition: \$100. For further information, contact: Center for Criminal Justice, Case Western Reserve Law School, Cleveland, OH 44106. Telephone: (216) 368-3308.

April 19-21, 1979. Police Corruption Workshop: State of the Art in Police Integrity Techniques. Conducted by the Institute for the Study of Law Enforcement Standards and Practices of John Jay College of Criminal Justice. To be held in New Orleans. For further information, please

write or call: Warren Feeley, Seminar Coordinator, Criminal Justice Center, John Jay College of Criminal Justice 444 W. 50th St., New York, NY 10019. Telephone: (212) 247-1600.

April 22-26, 1979. Fourth Annual Conference of the National Council of Investigation and Security Services. To be held at the Sahara Hotel in Las Vegas. Registration of non-members, \$125. For more details, contact: National Council of Investigation and Security Services, Suite 700, 1101 Connecticut Avenue, N.W., Washington, DC 20036. Telephone: (202) 857-1157.

April 23-27, 1979. Investigative Photography II. Conducted by the University of Maryland. Fee: \$290. For more information consult: April 16-20.

April 23-27, 1979. Seminar: New Developments in Police Planning by Calculator, Microcomputer, and Computer. To be held in St. Louis by the Institute for Public Program Analysis. For information on the seminar and registration, contact: Registrar, The Institute for Public Program Analysis, 230 S. Bemison, Suite 914, St. Louis, MO 63105. Telephone: (314) 862-8272.

April 23-May 4, 1979. Workshop V: Experienced Students. Presented by the Forensic Sciences Foundation. To be held at the Serological Research Institute in Emeryville, California. For additional information, contact: Brian Wranall, Serological Research Institute, 1450 53rd Street, Emeryville, CA 94608. Telephone: (415) 654-4003.

April 23-May 4, 1979. Supervision of Police Personnel Course. To be held in Evanston, Illinois by the Traffic Institute. Fee: \$450. For additional information, contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., Evanston, IL 60204.

April 23-May 11, 1979. Management Command and Supervisory Personnel Program. Presented by the New England Institute of Law Enforcement Management. To be held at Babson College, Wellesley, Massachusetts. Fee: \$700. For more information, contact: John T. Howland, Director, New England Institute of Law Enforcement Management, E. Babson Park, MA 02157. Telephone: (617) 237-4724.

April 24-26, 1979. Response to Hostage Situations Seminar. To be held in Milwaukee by Harper & Row Media. Tuition: \$275. For further information, write to: Director of Seminars, Harper & Row Media, 10 East 53rd St., New York, NY 10022.

April 29-May 2, 1979. National Symposium on Pretrial Services. To be held in Louisville, Kentucky under the sponsorship of the Pretrial Services Resource Center. For more information, write to: Ann Jacobs, Pretrial Services Resource Center, 1010 Vermont Ave., N.W., Washington, DC 20005.

April 29-May 4, 1979. Training Seminar on Terrorism/Civil Disorders. Presented by the New Jersey State Police in conjunction with LEAA. For more details, contact: DSG A. DeMauro, Project Coordinator, New Jersey State Police Training Center, Sea Girt, NJ 08750.

April 30-May 4, 1979. Crime Analysis Workshop. To be held in Canton, Ohio by the International Association of Chiefs of Police. Tuition: \$325 for IACP members and \$375 for non-members. For more details, contact: Bureau of Operations and Research, International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, Md 20760.

April 30-May 5, 1979. Crime Prevention Institute. To be held at Colorado State University. For additional information and application forms, contact: Office of Conferences and Institutes, Rockwell Residential Conference Center, Colorado State University, Fort Collins, CO 80523.

April 30-May 25, 1979. Crime Prevention Institute. Sponsored by Colorado State University's Office of Conferences and Institutes in cooperation with the university's Center for Continuing Education. Additional information and application forms may be obtained by contacting: Office of Conferences and Institutes, Rockwell Residential Conference Center, Colorado State University, Fort Collins, CO 80523. Telephone: (303) 491-6222.

May 7-10, 1979. Executive Functions in Planning and Budgeting. To be held in St. Petersburg, Florida by the Police Executive Institute. For more details, write or call: G. Patrick Gallagher, Director, Police Executive Institute, 1909 K St., N.W., Washington, DC 20006. Telephone: (202) 833-1460.

May 7-10, 1979. Psychology and Law Enforcement. Partners in Problem Solving. Presented by the Florida Institute for Law Enforcement. Tuition \$125. For further information, contact: Florida Institute for Law Enforcement, P.O. Box 13489, St. Petersburg, FL 33733. Telephone: (813) 546-0011, ext. 380.

May 7-11, 1979. Medicolegal Death Investigators Course. Presented by the Department of Forensic and Environmental Pathology, St. Louis University School of Medicine. Fee: \$140. For further information, contact: Mary Fran Ernst, Course Coordinator, Forensic & Environmental Pathology, Suite 203-4, 1402 South Grand Boulevard, St. Louis, MO 63104.

May 11, 1979. International Criminal Justice Speakers Conference. To be held in New York City by John Jay College's Criminal Justice Center. For more information, contact: Ms. Marie Rosen, Criminal Justice Center, Rm. 2104S, 444 W. 56th St., New York, NY 10019. Telephone: (212) 489-3912.

May 14-16, 1979. Law Enforcement

Effective Report Writing Workshop. Presented by the Peace Officers Standards and Training Program. Requests for more information should be addressed to: Dr. Bruce T. Olson, 1121 Radeliffe Dr., Davis, CA 95616. Telephone: (916) 758-2198.

May 14-16, 1979. Nineteenth Annual New York Professional Polygraph Seminar. Presented by the National Training Center of Polygraph Science. Fee: \$125. For more details, contact: The National Training Center of Polygraph Science, Richard O. Arthur, Director, 1109 Medical Arts Center, 57 W. 57th Street, New York, NY 10019.

May 14-17, 1979. Developing Police Computer Capabilities. Presented by the International Association of Chiefs of Police. To be held in Dallas, Texas. For more details, consult: April 30-May 4.

May 14-25, 1979. Law Enforcement Training: Managing and Instructing Seminar. Presented by the Southern Police Institute. For further information, write or call: Seminar Coordinator, Southern Police Institute, School of Police Administration, University of Louisville, Louisville, KY 40208. Telephone: (502) 588-6561.

May 17-19, 1979. Check Forgery, Check Fraud and Investigation Seminar. To be held in Fairbanks, Alaska. Presented by the University of Alaska's Police Training Program. For more details, contact: Department of Continuing Studies, Police Training Programs, 101 Eilson Building, University of Alaska, Fairbanks, AK 99701.

May 18-19, 1979. Police Fitness Workshop. To be held in New York. Presented by the President's Council on Physical Fitness and Sports. For more details, contact: Dr. Dick Keelor, President's Council on Physical Fitness and Sports, Washington, DC.

May 18-19, 1979. Shooting and Training Seminar. Presented by the Police Marksman Association. To be held at the Holiday Inn in Montpelier, Ohio. Fee: \$10.00 for members and \$15.00 for non-members. For more information on the course, write: National Marksman, P.O. Box 4747, Montgomery, AL 36101.

May 21-23, 1979. Crime Analysis Program. Presented by the Macomb County Criminal Justice Training Center. For more information, contact: Macomb Criminal Justice Training Center, P.O. Box 309, Warren, MI 48090.

May 21-24, 1979. Security Management Course. To be held in Indianapolis by the Indiana University Center for Public Safety Training. Fee: \$200. For more information, write to: Indiana University, Center for Public Safety Training, 150 W. Market Street, Suite 400, Indianapolis, IN 46204.

May 21-25, 1979. Police Response to the Crimes of Homicide and Rape. Presented by the Pennsylvania State University College of Human Development. Fee: \$195. For more information, contact: Edwin J. Donovan, 5203 Henderson Human Development Building, University Park, PA 16802.

May 30-31, 1979. Officer Survival Course. Presented by the Center for Criminal Justice, Case Western Reserve University. Tuition: \$100. For further information, consult: April 17-19.

Report spots management woes in New York City auxiliary

Continued from Page 3

gram was established to aid in civil defense," the report said. "Even though the civil defense role has decreased, legally this remains the primary purpose of the auxiliary police."

The report noted that the AP's carry nightsticks on patrol in spite of a court ruling which indicated that they are not legally entitled to do so, and that a state statute permits the auxiliaries to patrol only in case of emergency or while on drill.

"The uncertain legal situation of AP's is a definite factor in low morale in the program," the researchers said. "AP's are uncertain of their status if they are sued for their actions while in uniform. Are they employees or officials of the city whom the city will defend?"

Recommending that the auxiliaries' status be "clarified" through either appropriate legislation or an opinion from the city's Corporation Counsel, the report stated that even under their present nebulous mandate the auxiliary police have "proven that they can be highly successful."

Police department figures indicated that the AP's received a total of 664 awards last year for assisting in arrests and rescue operations. In citing the statistics, the report added that auxiliary saturation patrols have been an effective deterrent to street crime in certain districts.

With regard to management, the study suggested that the volunteer force abandon its rank structure which mirrors the ranks within the NYCPD, ranging from officer to inspector. "Ranks above the rank of auxiliary sergeant should be eliminated," the researchers said. "The purpose of ranks is to reward AP's who have performed effectively. But these rewards should come in

the form of increased training and responsibility while on patrol, not in rising in a duplicative and unnecessary command structure."

Other recommendations of the report would give AP's the authority to report on stolen and abandoned cars, bring housewives into the program to initiate day patrols, and equip all patrolling AP's with two-way radios.

A NYCPD spokesman told the New York Times that the department would have to study the report in-depth before any comment could be made concerning its suggestions.

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New products for law enforcement

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ANTI-RAPE FILM — Designed for presentation to community groups, "Rape: Victim or Victor" utilizes a series of fictional vignettes to demonstrate some of the tactics women can use to reduce the risk of rape.

While the film acknowledges that there are no hard and fast rules to follow to avoid being raped, it emphasizes that a woman's awareness of her surroundings is probably the single most important factor in rape prevention.

Among the specific tactics discussed are keeping car doors locked, parking in well lit places, never opening doors to strangers, installing dead bolt and secondary locks on entrance doors, avoiding deserted places, and not picking up hitchhikers. The film also advises women to keep their cars in good repair and to avoid putting full names on their mail boxes.

In depicting dramatized rape attempts, the movie shows that the potential victim can avoid the actual assault by regaining her composure, being alert, using her head, and waiting for the right opportunity. A range of both passive and active tactics are presented with the warning that the victim should apply the tactics only after analyzing the situation, the assailant and her own capabilities.

Produced by the Los Angeles County Sheriff's Department and narrated by Lee Merriwether, the color/sound presentation is available in both 16mm motion picture and 3/4" U-matic videocassette formats.

For purchase and rental information, contact: Motorola Teleprograms Inc., 4825 North Scott Street, Suite 23, Schiller Park, IL 60176. Telephone: (800) 323-1900.

VIDEOTAPE SURVEILLANCE — Javelin Electronics has assembled a portable video-

cassette system designed exclusively for law enforcement applications such as recording stakeouts, providing arrest documentation and producing in-house training tapes.

Labeled "The Enforcer," the VTC-900 system includes a compact recorder with an internal power source, a black-and-white camera with an electronic viewfinder, a wide selection of C-mount zoom lenses, a battery recharger, and a TV playback converter.

When used as a stakeout tool, the system is capable of recording events exactly as they happen. Live audio can be captured through the camera's built-in pickup or from a remote microphone, while a dubbing special feature permits a narrative track to be added over previously recorded video.

The camera's electronic viewfinder consists of a miniature monitor which can be used for on-scene playback of recorded material. For more detailed viewing, the cassette deck can be coupled to a standard television, through the use of its RF playback unit.

The cassette unit features a shoulder carrying strap and rechargeable batteries which can operate for a full hour between charges. An adapter is provided so that the unit can be powered continuously through a car's cigarette lighter socket.

Available lenses range from a standard 12.5mm/75mm zoom which is designed for most available light situations, to a sensitive night viewing device (NVD), which is capable of reproducing scenes illuminated by starlight.

For more information, write or call Bill Johnson, Javelin Electronics, 6357 Arizona Circle, Los Angeles, CA 90045. Telephone (213) 641-4490.

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